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ABSTRACT

Creating a positive school climate and developing a fair and consistently enforced discipline system are fundamental steps in making school campuses safe places in which to learn and work. This book is designed to assist in the strategic planning of effective school safety by helping a school to analyze where one is, where one should go, and how to get there by using the available resources. Chapter 1 suggests ways to assess school climate and how to address problem areas. It offers administrators and teachers guidelines for developing an effective school discipline plan. Chapter 2 examines the reasons students are absent and eventually drop out of school, giving strategies for increasing attendance. Chapter 3 shows how schools, working in cooperation with parents, law enforcement, social service agencies and other community members, can promote the health and safety of children. Chapter 4 describes the role the school law enforcement or campus security personnel can play as well as outlining other methods in making campuses physically safer and more secure. Each chapter contains sample assessment surveys, model policy statements, and references. (LMS)

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School Safety Check Book

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EA 020 391

NATIONAL SCHOOL SAFETY CENTER

School Safety Check Book

SCHOOL CLIMATE AND DISCIPLINE SCHOOL ATTENDANCE
PERSONAL SAFETY SCHOOL SECURITY MODEL PROGRAMS

NATIONAL SCHOOL SAFETY CENTER

September 1988

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School Safety Check Book

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Introduction

Creating a positive school climate and developing a fair and consistently enforced discipline system are fundamental steps in making school campuses safe and secure places in which to learn and work.

Being an educator is an incredibly complex task today. Situations that several years ago may have been handled with relative ease are now influenced by court decisions, legislative enactments, possible lawsuits, directives and procedures that can overwhelm the best of educators. It is easy to get in trouble for what we do or what we don't do; what we say or what we don't say; how we teach, how we act and how we counsel. Keeping abreast of laws, regulations, procedures, policies and other techniques for preventing school crime is critical. The bottom line is: "The game is the same, but the rules have changed."

Creating safe schools is the theme of the *School Safety Check Book*, which is replete with relevant and tangible suggestions for assisting educators in promoting a positive educational climate.

A check book is a benchmark of measurement that reflects not only where a person has been, but also more importantly it provides an indication of where a person or organization needs to go — an essential element of the strategic planning process. When one looks at the basic steps involved in the planning process — which includes analyzing where one is to determining where one should go and how to get there — a check book becomes a significant resource to help formulate the plan. A check book also implies the capability of drawing upon available resources for a specific purpose. It is a tool for making a purchase or implementing a plan.

Oftentimes the only difference between success or failure is knowing where one stands in terms of capacity, potential and risk. The *School Safety Check Book* is designed to minimize student and staff victimization risks by helping evaluate where a school district stands in terms of effective school safety and school crime-prevention programs. The emphasis is on the process, not the solutions. The solutions will vary with each school, district and state.

Before adopting any of the model programs and policies presented in this check book, it may be necessary — as well as much more practical — for educators to adapt these ideas to fit their specific school setting. Not only do district policies, state laws and court decisions vary from area to area, but also

socioeconomic conditions, demographics and other community variables impact strategic decision-making.

Independent items, including charts, sample forms and model programs, should be reviewed and considered for use only after they are understood in the contextual framework of the issue they represent. Local and state laws also must be taken into consideration.

The *School Safety Check Book* is designed as a practitioner's handbook. Chapter I, "School climate and discipline," suggests ways to assess school climate and how to address problem areas. It offers administrators and teachers guidelines for developing an effective school discipline plan.

Absenteeism and truancy frequently are linked to other serious problems such as teen-age drug abuse, juvenile crime and delinquency, and gang involvement. One in four U.S. students drops out before completing high school. Dropping out can lead to fewer job opportunities at best and a life of crime at worst. More than half of the nation's prisoners are dropouts. Chapter II, "School attendance," examines the reasons students are absent and eventually drop out of school, giving strategies for increasing attendance.

Students can't learn effectively when they are abusing drugs or alcohol, when they are bullying others or being bullied themselves, when they are involved in gangs, when they are afraid of being attacked at school, when they are victims of abuse or when they are contemplating suicide. Chapter III, "Personal safety," shows how schools, working in cooperation with parents, law enforcement, social service agencies and other community members, can promote the health and safety of children.

In addition to undermining school safety, criminal activities such as vandalism, arson, and campus theft drain educational resources because of their increasingly high cost to schools. Keeping accurate data on these crimes and other school statistics is important because the quality of our decisions is only as good as the quality of our data. Figures on the number of suspensions and expulsions, crime incidents and assaults do more than merely document crime and behavior problems.

Statistics help identify problems and allow administrators to evaluate needs. Keeping good data also enables the school or district to plan effective response strategies and even obtain funds for community, federal, state or corporate support to implement model or demonstration school crime prevention programs. Chapter IV, "School security," describes the role school law enforcement or campus security personnel can play as well as outlining other methods in making campuses physically safer and more secure.

Many school districts are now recognizing the need to develop strategies that promote safe, secure and peaceful campuses. Teachers cannot teach and students cannot learn in an environment of crime, violence, intimidation and fear. By removing these barriers, we give young people an equal opportunity for educational excellence — perhaps the most precious gift we can give this generation of youngsters.

Ronald D. Stephens
Executive Director
National School Safety Center

Chapter I

School climate and discipline

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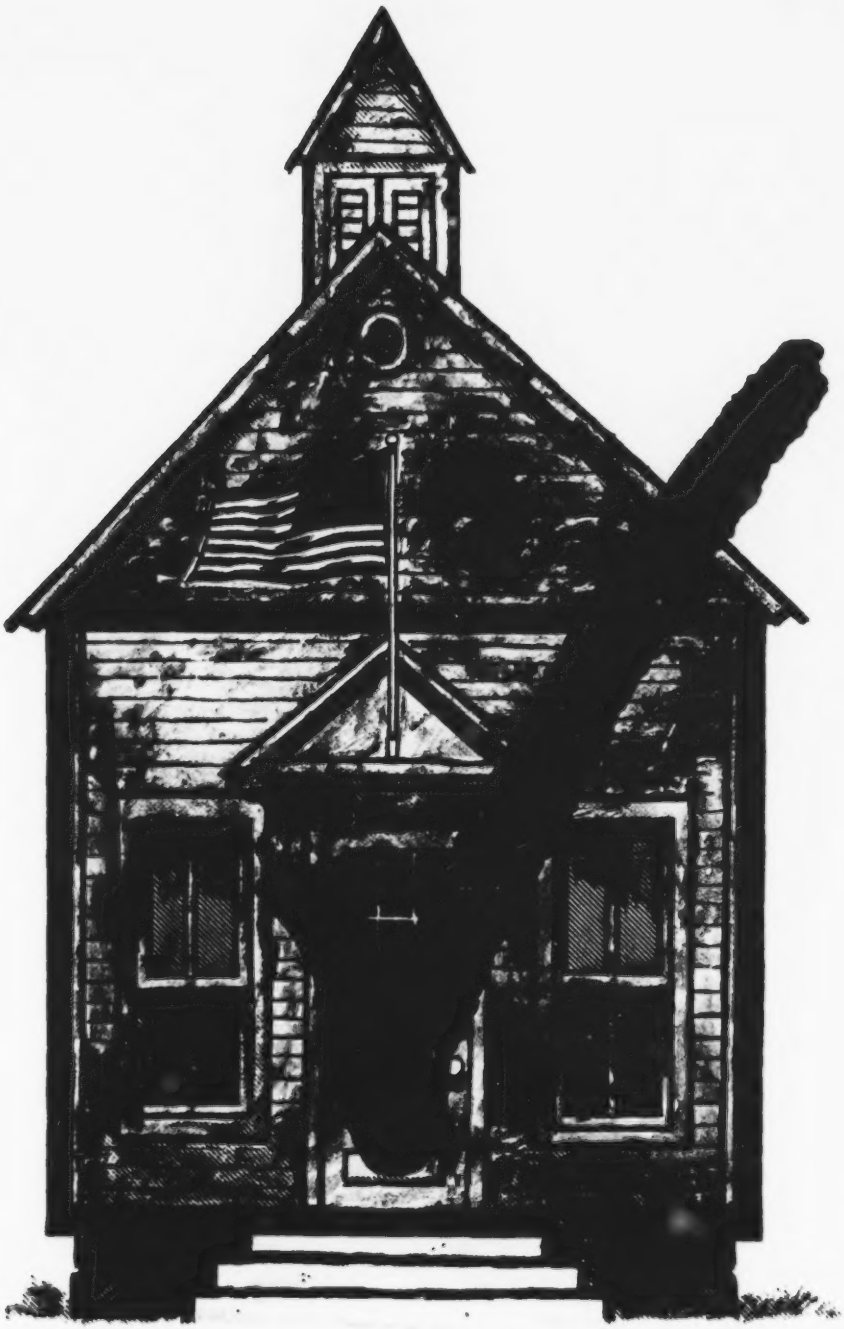

Chapter I

School climate and discipline

In recent years, various committees and crusaders have taken America's schools to task. The National Education Association estimates "no fewer than 240 commissions, task forces, panels and think tanks have now passed judgment on what ails our schools and how they can be 'cured.' " Reports and data from such groups have, in turn, sparked renewed cries for educational reform from elected officials, parents, community members and educators themselves. Increasingly, Americans are demanding academic improvements and challenging schools to be better and safer places in which to teach and learn.

School climate and its effect on student attitudes, behavior and achievement are particular concerns. The educational community is beginning to examine individual schools, noting those characteristics that foster or inhibit achievement and order. Information about what does and what does not work is emerging.

This chapter provides an overview of school climate and discipline, practical methods for assessment, and examples of successful strategies and programs. Sample policy statements, survey instruments and other prepared materials are included for schools to use directly or adapt to meet their individual needs. This section is intended to supply a foundation and direction for those working to improve school climate and discipline.

The issues

School climate is the general tone or prevailing attitude within the school. It is the personality of the institution. Climate encompasses the physical attributes of a school as well as levels of order, satisfaction and productivity. It includes how students, faculty, other staff members and the community interact and what approaches are used to solve campus problems. Climate reflects whether students feel they belong at the school and how campus rules are determined, expressed, understood and enforced.

In California, good school climate has been defined by the state Supreme Court as "safe and welcoming," while the state constitu-

tion mandates students be provided a "safe, secure and peaceful" learning environment. (Table 1-A offers a student perspective of school climate determinants.)

Research indicates that schools with positive climates usually demonstrate continuous academic and social growth, cohesiveness, two-way communication, trust, respect, high morale, change, improvement, concern and caring. Firm, fair and consistent discipline also is an essential component of a positive school climate.

Unfortunately, to some the term *discipline* may evoke images of birch rods and paddles liberally applied to the backsides of unruly students. While corporal punishment is legally allowed in more

Table 1-A
What Affects School Climate?
(A Student Perspective)

Student involvement: The extent to which students participate in and enjoy classes and extracurricular activities at school.

Student relationships: The way students relate to one another, and the ease they feel in making friends and dealing with new people.

Teacher support: The amount of help, concern and friendship that teachers direct toward students; whether teachers talk openly, trust students and are interested in their ideas and feelings.

Physical environment: The way students feel about the school buildings themselves and the atmosphere they create.

Conflict resolution: Whether students are clear about their rights and responsibilities, how conflicts are resolved and whether rules are consistently enforced.

Participation in decision-making: The extent to which students, administrators and teachers share responsibility for decisions about school improvement.

Curriculum: The extent to which students feel that what is taught in classes meets their needs.

Counseling services: Whether or not students feel counselors are accessible and able to help with personal problems, job and career information, and concerns about drugs, alcohol or sex.

Recreation alternatives: Whether students are satisfied with existing activities and teachers' support of these activities; whether new activities are needed.

Personal stress: The extent to which students feel they are under pressure and the resources they have to cope with it.

Source: Sherrin Bennett, Something More Than Survival: A Student Initiated Process for School Climate Improvement. *Lafayette, California: Center for Human Development, 1978.*

than 40 states and is classified as a major disciplinary tool in many schools, it remains a very controversial sanction. Discipline also may take the form of a legalistic code, a demerit system or a list of increasingly punitive sanctions.

Discipline has many nuances. It has been defined as "training that is expected to produce a specific character or pattern of behavior, especially training that produces moral or mental improvement." One group of educators has described discipline as "ordered behavior that leads to better learning."

Within this context, discipline is not something that simply does or does not exist in a school. It is the means by which students are nurtured to learn, to develop responsibility and, ultimately, to control their own actions. Discipline is a social necessity; it is the essence of learning.

High expectations, respect, trust and positive reinforcement of correct behavior are found consistently in schools demonstrating good discipline. When this climate exists and students are engaged in productive and satisfying classroom work, discipline problems are significantly diminished. If, on the other hand, the atmosphere is one of hostility and insensitivity and students are continually subjected to criticism and failure, serious disciplinary problems and criminal behaviors are likely to erupt.

Even in the best environments, some misbehavior will occur that requires the enforcement of established codes of conduct. School conduct codes must clearly define unacceptable behavior and distinguish between rule infractions, which require an internal or administrative school response, and criminal acts, which warrant law enforcement and/or criminal justice intervention. Incident reports should be kept and reviewed regularly.

Discipline is viewed by many as the foundation for the educational process. Television and radio talk shows have frequently featured discussions on school discipline, and it also has been the focus of many research studies. Discipline in the schools has been a primary concern in public opinion polls as well. In the 1987 Gallup Poll on the "Public's Attitudes Toward the Public Schools," those questioned cited discipline as the second most serious problem facing the nation's schools. Drug abuse led the list as the foremost problem for the last two years, but lack of discipline was rated as the top problem in 16 of the 19 previous Gallup Polls.

Discipline is viewed by many as the foundation for the educational process.

Assessing the problems

Evaluating school climate and discipline requires internal assessment. The effort must identify the school's needs and concerns, examine the underlying causes of student disorder, seek corrective measures and establish priorities for improvements. The more peo-

ple involved in the process — students, faculty, non-certificated staff and community members — the more complete the evaluation will be.

The assessment process usually is initiated by the principal, who must determine the purpose and scope of any change. The principal is responsible for framing goals, setting expectations, and implementing standards for staff members and students. Because schools begin with different strengths and weaknesses, approaches to assessing the problems will vary.

When a good school climate exists, the objective is to maintain this positive atmosphere. An effective principal encourages suggestions from students and staff, evaluates proposals for campus improvement and implements the recommendations that are beneficial.

If negative situations are escalating, immediate intervention is required. One effective approach is the creation of a principal's *support team*, which includes teachers, administrators, classified staff and students. Support team meetings provide an opportunity to share concerns and suggestions.

When a school confronts major problems, more comprehensive steps are needed to reverse the situation. A successful strategy is to augment the representation of the support team by including district administrators, parents and community representatives. Law enforcers and social service personnel also can be called in for consultation.

Having each team or council member make a personal evaluation of school operations is a logical way to begin the assessment process. (Table 1-B is an informal, basic survey for the principal or advisory group members to use in rating school climate.) When these personal evaluations are compared, the group may find mutual concerns.

The group should consider how extensive the final assessment will be. Since comprehensive assessments are time-consuming, members may decide to focus on those areas that have been identified as problems by several group members. It is important to consider, however, that restricting early data collection may cause bias and jeopardize the final improvement plan.

Existing information-collection systems should be extensively reviewed. School districts routinely collect statistics in many areas, including grades, test scores, absenteeism and dropout rates. Many schools also record disciplinary infractions and crimes. Such information helps planners determine trends in school climate.

Schools may choose to design a school survey in-house or use a standardized assessment instrument. While self-designed surveys can be time-consuming and difficult to prepare, they can provide information tailored to the special needs of the school. Standard-

Table 1-B
How Positive is Your School's Climate?

For a quick look at how your school's climate compares with others serving similar pupils, rate the following factors on a scale of 1 to 4 (1 = strongly disagree, 2 = disagree, 3 = agree, 4 = strongly agree).

____ 1. Our school has comparatively few discipline problems.
____ 2. Vandalism is not a problem in our school.
____ 3. Attendance is good in this school.
____ 4. Our student and staff morale is high.
____ 5. Our pupil achievement is high.
____ 6. Pupils feel a high sense of ownership and pride in this school.
____ 7. Our staff and students trust, care about and respect one another a great deal.
____ 8. Our school's various social groups, or cliques, communicate well with one another, respect one another and work together for the benefit of the school.
____ 9. Our students and staff frequently participate in problem-solving and school-improvement activities.
____ 10. The threat level in our school is low (i.e., people do not have to worry about being treated disrespectfully, becoming failures or being physically harmed).
____ TOTAL

A score under 20 indicates a very negative school climate; 20-25 is negative; 26-30 is positive; and above 30 is a very positive climate.

Source: Adapted from Robert S. Fox, Eugene R. Howard and Edward Brainard, School Climate Improvement: A Challenge to the School Administrator. *Englewood, Colorado: C.F. Kettering, Ltd., 1973.*

ized tools often can be quickly administered and analyzed, however, they may not address the concerns of a specific school and they can be expensive. (The Appendix at the end of this chapter provides three surveys to assess perceptions of school climate and discipline.)

While the number of people participating in the survey is dictated by the time and resources available, the most successful improvement plans result when input comes from all segments of the school community. Comprehensive projects include the insight of administrative, instructional and non-certificated staff, students, parents and other community members.

It is also advisable, even before data collection begins, to consider how the information will be shared and used. Is it for internal school use only or will it be shared with parents, the school board, superintendent, community or media? Schools may welcome media coverage as part of a community public relations campaign or may decide to limit data distribution.

The assessment likely will produce unanticipated data. Discrep-

A recent study found improved school management policies were more effective in reducing misconduct than "get-tough" discipline measures.

ancies may exist among the perceptions of students, teachers, administrators and the general community. A single problem may stand out. The data may reveal the larger picture, a general attitude about school climate and discipline.

Once the assessment has been analyzed, the school advisory group must plan and implement steps to correct specific problems.

Prevention strategies

General improvements in the school environment often work to prevent dissatisfaction and discipline problems. A recent study found improved school management policies were more effective in reducing misconduct than "get-tough" discipline measures. The following strategies contribute to a positive school climate and may reduce or prevent discipline and crime problems in schools:

- Problem-solving and decision-making steps should involve students, teachers and other staff members whenever practical. This management approach makes individuals feel valued and respected. Participation in policy-setting procedures also creates a sense of ownership and a responsibility for maintaining order.
- A positive academic environment contributes to school climate. Counseling programs should help students develop a purpose and goal for their education. Administrators and teachers need to convey their expectations of high academic standards. Learning environments should be creative and stimulating, and teachers should employ varied instruction techniques.
- An ineffective administration, poor curricula or other weaknesses usually are inter-related. Problems tend to spread quickly and cause breakdowns in other areas as well. An active, involved and visible principal who leads both the staff and students by example plays a key role in creating and maintaining a positive school climate. Remember that it is much easier to preserve a good school climate than to restore it once it has been lost.
- Carefully prepared codes of conduct, discipline procedures, and student rights and responsibilities should be written clearly and disseminated to parents, students and staff. The best codes are those that are short and worded simply. (Table 1-C is a model school conduct code.) Students and parents should be aware of the sanctions for violating stated rules. (Table 1-D is a parent/student school contract that reinforces the school conduct code.)
- Teachers and administrative staff members need periodic training to keep abreast of current methods of discipline and management. (Table 1-E is an overview of the widely used *Assertive Discipline* approach.)
- Curricula should include instructional units that promote student citizenship, positive character development and responsibility.

Table 1-C
Guidelines for Student Behavior
North Clackamas School District, Milwaukie, Oregon

Problem area	*Action to be taken*		
	Occurrence	*Minimum*	*Maximum*
Tardiness	First	Informal talk	Parent involvement
	Repeated	Conference	Short suspension
Unexcused absence	First	Informal talk	Short suspension
	Repeated	Parent involvement	Expulsion
Defiance of authority	First	Conference	Short suspension
	Repeated	Parent involvement	Expulsion
Disorderly or disruptive conduct	First	Informal talk	Short suspension
	Repeated	Parent involvement	Long suspension
Automobile misuse	First	Informal talk	Long suspension
	Repeated	Parent involvement	Expulsion
Bus misconduct	First	Conference	Loss of bus riding privilege
	Repeated	Suspension from bus	
Forgery or lying	First	Informal talk	Short suspension
	Repeated	Conference	Long suspension
Gambling	First	Informal talk	Short suspension
	Repeated	Conference	Long suspension
Theft	First	Parent involvement	Expulsion
	Repeated	Short suspension	Expulsion
Tobacco	First	Informal talk	Short suspension
	Repeated	Parent involvement	Expulsion
Mischief	First	Informal talk	Long suspension
	Repeated	Parent involvement	Expulsion
Vandalism	First	Conference	Long suspension
	Repeated	Parent involvement	Expulsion
Alcohol or drugs	First	Long suspension and assessment	Expulsion
	Repeated	Expulsion and assessment	Expulsion
Recklessly endangering	First	Informal talk	Long suspension
	Repeated	Parent involvement	Expulsion
Menacing or harassment	First	Conference	Long suspension
	Repeated	Parent involvement	Expulsion
Assault	First	Parent involvement	Expulsion
	Repeated	Short suspension	Expulsion
Fighting	First	Parent involvement	Short suspension
	Repeated	Parent involvement	Expulsion
Weapons	First	Informal talk	Expulsion
	Repeated	Parent involvement	Expulsion
Extortion	First	Parent involvement	Expulsion
	Repeated	Long suspension	Expulsion
Explosive devices	First	Parent involvement	Expulsion
	Repeated	Long suspension	Expulsion
Arson	First	Short suspension	Expulsion
	Repeated	Expulsion	Expulsion

Table 1-D
George Washington Preparatory High School
Parent/Student Contract

I apply for admission as a student to George Washington Preparatory High School. I have read the rules, policies and regulations of the school or have had them explained to me. I agree to abide by them.

Signed _____ Date _____

My child _____ and I have read and discussed the rules, regulations, educational policy, student conduct and dress codes, discipline policy, attendance policy and homework policy of George Washington Preparatory High School.

I agree to encourage my child to follow these rules and policies and undertake to become personally involved in my child's education.

Signed _____ Date _____
Address _____
Zip Code _____ Phone Number _____

(Note: George Washington Senior High School is a public high school within the Los Angeles Unified School District. It is referred to by the principal and students as "George Washington Preparatory High School" as part of a school climate/attitude improvement process.)

Source: George Washington Senior High School, Los Angeles, California.

For example, a character education curriculum could include the discussion of problems that forces students to confront issues and explore values such as courage, generosity, honor, justice, tolerance and freedom. Law and citizenship programs teach students about the principles of democratic society. Lessons that stress non-violence and caring show students alternative means of conflict resolution.

- Group forums provide outlets for questions and opinions that otherwise might go unexpressed. An innovative approach is to stage a discussion using the format of the *Phil Donahue Show.* Students act as the participating audience and react to panel discussions by teachers, administrators or other students.
- Involving parents in school activities and in their child's education is fundamental to a positive school climate. Schools should develop a parent volunteer program and encourage parents to visit their child's classroom. Teachers should make regular home visits, phone calls or written contact with parents.
- *Big Brother/Big Sister* programs that match new students with upper-class students promote a supportive climate.
- School/business partnerships create collaborative efforts between schools and local commercial enterprises. Sometimes the alliance agreements stipulate that if the school improves student

Table 1-E
Guidelines for an Effective Discipline Plan

1. Set down some basic general rules of behavior, such as: follow directions; raise hand before speaking; stay in seat; keep hands, feet and objects to yourself; and no cursing or teasing.
2. Allow a maximum of five negative consequences for disruptive behavior. Here is a hypothetical plan: The first time a student breaks one of the rules, his or her name is put on the board as a warning. The second time, a check mark is put next to the name and the student must stay after school for 15 minutes. The third time, a second check is made, which means 30 minutes after school. The fourth time means three check marks and 30 minutes after school, plus a phone call to the student's parents. The fifth means four check marks and the student is sent to the principal or vice principal.
3. At the end of the day, all the names and check marks should be erased. Never erase a name or check mark as a reward for good behavior, however.
4. In cases of severe disruption, the student is sent immediately to the principal.
5. The principal is always the last consequence in the plan; he or she must approve the teacher's plan before it is put into operation and must be notified if any changes are made in it. In addition, the principal and the teacher should decide in advance what will be done with students who are sent to the principal's office.
6. A copy of the discipline plan should be sent to all the parents.
7. The plan applies to all students in the classroom. If after three days or so the plan does not appear to be working with one or more of the students, make the plan stricter.
8. For students who present more severe behavior problems, the teacher should consider other consequences, such as one of the following:
   - Send the student to an in-school suspension room. The student is suspended from class and sent to an isolation room where he or she does academic work in silence, monitored by another teacher or an administrator. The student does not participate in recess or lunch; he or she eats alone and is escorted to the rest room. Disruptive behavior in the suspension room earns the student extra hours of isolation.
   - Record disruptive behavior. Place a cassette tape recorder next to the student and turn it on if he or she disrupts the class. The tape is then saved to be played at a conference with the parents and the principal.
   - Send the student to another classroom instead of to the principal's office. The disruptive student should be sent to a well-run classroom, at a different grade level, where he or she will spend half an hour sitting quietly in back of the class doing academic work. The student takes no part in class activity. If the student is disruptive again, he or she is sent for an additional 30 minutes to another classroom. (Note: Teachers should plan in advance with other teachers if they intend to use this technique.)

Source: Lee Cantor, Cantor & Associates, Inc., P.O. Box 2113, Santa Monica, California 90406.

Student contracts encourage improved behavior. The student formally agrees to achieve stated objectives by entering into a contract with parents, peers, school staff or volunteers who monitor progress.

capability to an established level, the private-sector partner will hire a specified number of graduates. Other businesses provide partner schools with tutors, lecturers, career days or donations of supplies and equipment.

- School public relations efforts promote community awareness and participation. (Table 1-F provides suggestions from the National School Public Relations Association.) Public relations campaigns may include publishing a newsletter from the principal, inviting the community to campus activities, encouraging use of campus facilities by businesses and community organizations, creating a faculty-staffed speakers bureau, having a citizen-of-the-week honored by the school or displaying work by community artists at campus shows.

Response strategies

When campus climate and discipline problems occur on a regular basis, the school should increase efforts to manage student misconduct and to prevent misbehavior from escalating. Most emphasize systematic discipline methods and follow-up intervention strategies stressing individualized attention and increased parent involvement. Following are curricula and activities that may be employed:

- Discipline management systems should establish reasonable, consistent and clear limits for students. When firmly, fairly and consistently enforced, they serve as effective short-term responses to misconduct.
- *Time-out areas or rooms* are used as cooling-off areas for students. Removed from confrontational situations, students discuss the inappropriate behavior with staff. Little or no counseling or academic service is offered in this short-term system.
- *Student contracts* encourage improved behavior. The student formally agrees to achieve stated objectives by entering into a contract with parents, peers, school staff or volunteers who monitor progress. (Table 1-G is a sample contract.) Contracts should be simple and specific, and students should understand the penalties for non-compliance.
- Parent involvement is recommended when misbehavior persists. It reinforces school site discipline, increases understanding of personal situations or other circumstances affecting the student, and promotes parental support for alternative classes, learning contracts or other intervention strategies.
- Discipline should be carried out in a timely manner. To be effective, an immediate response — preferably within 24 hours — is essential. Don't let paperwork prolong the discipline process into days or even weeks.
- Counseling programs can modify behavior. *Guidance counseling*

Table 1-F
Excerpts from *Learn from the Winners: School PR Programs That Work*

If an experienced public relations professional should offer a beginner any single piece of advice, it's that public relations programs must be "total." Even if the person responsible for it is part time, the program cannot be. The budget does not have to be large, but the commitment to communicating — in good times as well as bad, in moments of calm as well as days of crisis — must be total.

No total public relations program, or even a crises program for that matter, could be considered outstanding without including four basic components as integral parts of the overall plan. These components are: (1) analyzing, (2) planning, (3) communicating and (4) evaluating.

How to produce publications that work

(1) Never lose sight of your audience.
(2) Know the purpose of the publication.
(3) Have your design enhance the message, not obscure it.
(4) Have your material typeset if possible.
(5) Be judicious in your use of color.
(6) Use photographs, but use them well.

Winning media relations techniques

(1) Maintain close personal contact with news people.
(2) Conduct special orientations for new press people.
(3) Distribute new releases on systemwide stories using a journalistically sound news style.
(4) Send "media tips" on feature story possibilities.
(5) Provide memos to news media on upcoming events of interest.
(6) Develop public service announcements for radio and television.
(7) Provide press packets for school board meetings.
(8) Develop weekly taped radio programs about the school system.
(9) Provide information, photos and articles for local media.
(10) Arrange interviews of board and key staff members.
(11) Maintain a file of news clips that demonstrate the success of your efforts.

Guidelines for working with reporters

(1) Respect deadlines.
(2) Protect your credibility by providing reporters with the facts — straightly, honestly and sincerely.
(3) Don't clam up. Your best protection against an erroneous, slanted story is a reporter who fully understands the situation.
(4) Speak English, not "educationese." "Criterion-referenced testing" probably has little meaning to the reporter or the public.
(5) Help the reporter get the story, but don't tell him how to report it.
(6) Don't ask to see a story before it is run.
(7) Make your staff and facilities available to the reporter.
(8) Give reporters advance notice of newsworthy events.
(9) Be as brief as possible.

Source: Learn from the Winners: School PR Programs That Work, *The National School Public Relations Association, 1801 North Moore Street, Arlington, Virginia 22209.*

Table 1-G
Student Contract

I, _____, agree to accomplish
(student's name)

the following:

_____

_____

_____

_____

I, _____, agree to help this
(administrator, parent, teacher)

student in these ways:

_____

_____

_____

This contract extends from _____
(date)

to _____ or until revised by
(date)

mutual consent.

Signatures: _____
(student)

_____
(parent)

_____
(teacher or administrator)

may avert some discipline problems through schedule changes, learning contracts, vocational counseling, tutoring or other methods that increase student success. *Peer counseling* uses students trained in fundamentals to work with peers on school-related problems. Some students find this less threatening than adult counseling, however, peer counselors are limited in authority and expertise. *Personal counseling* is employed for misbehavior caused by personal, family or emotional problems.

- Conflict-management techniques are diverse. Conflict-management teams employ natural student leaders who are trained in communication skills. These students are called upon to defuse anger, conflict, rumors and racial tension. (See "Project S.M.A.R.T." in the Sample Programs section of this chapter.) Open student forums are used when potential conflicts involve large groups or the entire student body, and assemblies are the customary setting for discussing such issues. Discipline courts or review boards serve as a forum for disputes between students and teachers.
- Educational alternatives provide non-traditional learning environments for students. Innovative programs help students experience success. Instructional options include opportunity schools,

schools-within-a-school, magnet schools, schools without walls, work experience, vocational training and wilderness/outdoor education experiences.

- Suspension generally prohibits students from attending classes for a limited number of days following misbehavior. Some schools deny credit for assignments completed during suspension while others encourage or require academic work to be made up.
- Suspension alternatives include *on-site suspension* and *Saturday school*. On-site suspension is an increasingly popular alternative because it bars misbehaving students from regular class participation and extracurricular activities while requiring attendance in a special classroom. The school is credited with daily attendance, and students who may not have daytime supervision at home are closely monitored. During Saturday school, work projects may be assigned to supplement the academic curriculum.
- Expulsion is generally the last resort for the most serious misbehavior. It prohibits students from returning to the district for periods ranging from several weeks to permanently. This sanction always requires board approval.
- Alternative schools are structured programs that remove the student from regular programs, restrict participation in extracurricular activities, and stress the completion of assignments, good conduct, self-discipline, accountability and responsibility. Several school models exist, and many allow students to progress at individual paces.
- *Success-oriented school* (SOS) focuses on discipline and educational programs. Staff members mutually agree to five or six basic rules and the consequences for violations. Discipline is consistent, students are aware of the rules, and behavior and other goals must be met before students may return to regular classes. Students are motivated by a desire to return to the regular social setting.
- Community-centered schools are designed to involve and assist students not successful in regular school programs. These schools serve students who have been expelled, have been referred from school attendance review boards or the courts, have truancy problems or have no other feasible educational options. The focus is on flexibility, individual attention, academic and social skills, and group cohesiveness. Community support services and family involvement also are employed.
- *Adjustment schools* serve minors who are, or are in danger of becoming, habitually truant, irregular in attendance, insubordinate or disorderly. These students are committed by court order to adjustment schools that provide a secure setting during normal school hours. The goal is to resolve problems and eventual-

On-site suspension is an increasingly popular alternative because it bars misbehaving students from regular class participation and extracurricular activities while requiring attendance in a special classroom.

ly return students to regular classrooms.

- *Day treatment* for delinquent or disturbed youths usually is funded through county social service agencies or the probation department. Programs serve delinquent youths who live at home while attending day treatment centers. They receive family therapy, tutorial services, survival skills training, recreation, and individual and group counseling in addition to being taught traditional academic subjects.
- Community service programs require students to spend a certain number of hours working in the community. Assignments might include helping the elderly, cleaning up the school grounds or a local park, or a variety of other volunteer projects.
- All youths with behavior problems should be tested for learning disabilities or emotional handicaps. If problems are found, the child may need to be placed in a special education program. Teachers and administrators also need to be sensitive to those students who may have different learning styles from many of their classmates but who can be successful if given the proper guidance and encouragement.
- Special discipline procedures are required in dealing with handicapped children. The U.S. Supreme Court, ruling in January 1988 in the case of *Honig v. Doe*, determined that the right of a dangerous handicapped child to attend public school as required under the Education of the Handicapped Act (EHA) outweighs his potential threat to the well-being of others on campus. Handicapped children must remain in their current educational setting, unless their parents or guardians agree otherwise, until lengthy administrative hearings are completed. The court recommended use of study carrels, time-outs, detentions or the restriction of privileges in disciplining handicapped children.

Sample programs
Efforts to solve school climate and discipline problems are greatly enhanced by community assistance and support. Many programs addressing these problems employ collaborative efforts and involve a variety of community agencies and resources. Several model efforts are described in this section. (Note: Schools or organizations with programs that enhance school climate and discipline are encouraged to submit a description of their program to the National School Safety Center. These programs will be reviewed for addition to the Center's clearinghouse resources.)

The effort to change Mission's school climate focused on two goals: improving student self-esteem and providing an academic campus environment.

Mission Junior High School
Jurupa Unified School District
5961 Mustang Lane
Riverside, California 92509
714/369-0458

Background and objectives
In the late 1970s, Mission was characterized by the community as a "rough school with very low test scores." By the mid-80s, this suburban junior high school with approximately 1,070 students (two-thirds white and one-third black or Hispanic population) was described by the community as a "good school with kids who are learning." During the 1983-84 school year, Mission Junior High School was selected by the U.S. Department of Education for inclusion in its Secondary School Recognition Program.

The effort to change Mission's school climate focused on two goals: improving student self-esteem and providing an academic campus environment.

Program description
To accomplish Mission's goals, administrators adopted the following programs and tactics designed to improve general school climate and student conduct:

- Assertive Discipline Program — Clearly stated rules are blended with positive consequences of behavior for all students.
- Excessive Tardies Program — Attendance and tardy rules are enforced by emphasizing the need for regular, prompt attendance.
- Principal's Open-Door Policy — The principal begins early in the morning greeting students and staff members and continues throughout the day. The principal also encourages the informal exchange of ideas, concerns and plans.
- Principal's Administrative Cabinet — Administrators and teachers meet monthly to collaboratively solve curriculum policy and procedure issues.

- Building Block Program — A theme was selected each year to communicate school goals and enhance administrative leadership. To promote the 1981-82 theme, "Building for Success," activities were designed to improve student academic performance, behavior and participation in school life. "Success Builds Pride" (1982-83) focused on activities promoting individual and school pride. "We Care" (1983-84) committed the staff to creating a safe and orderly learning environment. Other themes were "Pride is Our Guide" (1984-85), "A Reflection of Quality" (1985-86) and "We CAN DO IT!" (1986-87), when the program was concluded.

Activities to improve student self-esteem include:

- Mission Advisory Program (MAP) — A daily, 10-minute mini-lesson emphasizing problem-solving is presented during the student's advisory period. Lessons, which are incorporated into a handbook, cover avoiding a fight, lunch rules, getting along with other students, test-taking strategies and conflict resolution.
- Mustang Fever — A schoolwide incentive program collaboratively designed by students, staff and community members rewards students for good behavior. "Good Guy" assemblies, pizza certificates, books and T-shirts were rewards.
- "Grow with the Olympics" — Mission worked with the Los Angeles Olympic Organizing Committee in 1983-84 to improve students' physical performance, attendance and leadership. By demonstrating improvement, students qualified for a special event at the 1984 Olympics.

Activities to provide a more academic campus environment include:

- University of California at Riverside Partnership Program — Initiated by the principal, the program encourages underachieving students to consider the importance of a college education. Participating students receive tutorial services from college students.
- Parent Volunteer Program — This principal-initiated program encourages parents and community members to volunteer for a variety of on-campus services, many of them academic in nature.
- Academic Olympics — A schoolwide competitive program involves every student in a "college bowl" quiz show activity.
- Active Honor Society — This organization provides recognition activities and field trips for students maintaining a 3.5 grade point average or higher.

Interagency collaboration
Mission Junior High School educators work collaboratively within the school and with the surrounding community. Local civic groups present annual awards for outstanding student achievement. In addition, local businesses donate coupons and gifts for Mustang Fever student incentive programs. The University of California at Riverside provides tutorial and teaching services to Mission students.

Central High School
70 Fricker Street
Providence, Rhode Island 02903
401/456-9111

Background and objectives
After passage of the Providence Plan for desegregation in the mid-1970s, Central High School's large, multiracial, urban campus faced serious racial disruption. But the school's diversity has persisted. During the current school year, it was estimated that Central had students from nearly 50 countries throughout the world, including large populations from Southeast Asia and Central America. Beginning in 1976, an emphasis was placed on making Central High School a viable educational institution. Consequently, a program with six major objectives was established:

- Students and staff would have a clean and well-maintained building.
- Students' self-image would improve.
- Better school/community relations would develop.
- The curriculum would be examined and necessary changes and improvements would be made.
- A more positive student/teacher interaction would be developed.
- Discipline programs would be modified to meet the needs of a changing school population.

Program description
Since that time, many activities and programs have been created and maintained in pursuit of these objectives. Central High School's internal and external images have greatly improved, as have school/community relations and academic achievement. Particularly successful methods include:

- Clear school policies define school rule violations while assuring that disciplinary infractions are handled fairly and consistently.
- New discipline alternatives include a Reality Therapy Room (in-school suspension) and an "early-leaver" program.

During the current school year, it was estimated that Central had students from nearly 50 countries throughout the world, including large populations from Southeast Asia and Central America.

- A Shadowing Project allows interested students to "shadow" the principal to better understand the problems, concerns and complexities of managing Rhode Island's largest urban high school.
- A Government and Law Magnet Program is jointly run by Central and the University of Rhode Island. Promoting staff development, writing and reviewing curriculum, and evaluating testing procedures for government teachers are among the collaborative efforts.
- An Open-Door Policy allows the community, staff and students to drop in informally and discuss issues with the principal.
- The Central Parents Advisory Committee involves parents in regular meetings with school staff members.
- An improved curriculum offers students a new array of academic, vocational and cultural courses. Examples include the "Far Eastern Studies Course," "SAT Preparation Course" and "High-Tech/Business Simulation Center."
- Direct school involvement in several community projects includes school membership in the Providence Chamber of Commerce and principal membership in advisory committees of the Urban Education Center, Young Volunteers of Rhode Island and the Wiggins Village Tenants Association. The University of Rhode Island also uses the Central High campus to teach business classes to Cambodian refugees, and the Community College of Rhode Island uses Central as its inner-city campus.
- Central is represented on community minority committees and parent/student seminars are conducted, with assistance from the Urban Field Center at the University of Rhode Island, on a variety of post-secondary education, communications and discipline topics.

Additionally, the improvements achieved by Central High School have been recognized by five awards from the private sector, which has contributed further to a positive school climate:

- The 1982 Ford Foundation City High School Recognition Award — Central was one of 114 schools to receive $1,000 in recognition of its continued improvement in urban education.
- The 1983 Ford Foundation Award — Central was one of 50 schools nationwide to receive $20,000 to augment its positive urban education projects. The award monies support a variety of school/community programs, including the Parent Volunteer Corps, which makes daily contacts with the home regarding attendance, class cutting and academic problems. A parent/community coordinator is provided to act as an advocate for parents to support them and act on their behalf when they are not able to be present themselves.

- The 1984 Champlin Foundation Grant — Central received $50,000 based on its record of improvement to establish a microcomputer lab.
- The 1984 Carnegie Foundation Grant — Central received $3,000 to experiment with the "school-within-a-school" concept involving flexible scheduling and multiperiod classes.
- The 1985 Champlin Foundation Grant — Central received $50,000 to upgrade its science laboratory.

Interagency collaboration
Central works with the business sector in several ways. Speakers are invited into classrooms, students participate in off-campus community business internships, and staff members participate as members in local business and civic groups. Central works with parents and community members through its regular advisory group meetings and by publicizing and encouraging use of its Open-Door Policy. The school works with higher education staff members on collaborative educational projects.

DeKalb County School System
3770 North Decatur Road
Decatur, Georgia 30032
404/297-1200

Background and objectives
In 1975 the United States Supreme Court held (*Goss v. Lopez*) that students were entitled to certain due process rights when accused of any misbehavior that could result in the loss of 10 or more days of school. In keeping with this decision, the DeKalb County Board of Education began to develop a uniform districtwide discipline system. Designed to protect the due process rights of the district's 80,000 students, the discipline system was implemented in 1978 and has focused on those procedures outlined in *Goss v. Lopez*.

After a decade in operation, the discipline system has received a favorable response from students, teachers, administrators and parents. Students are aware of what is expected and of what to expect. The system is presented as a model of discipline that promotes equity, fairness and responsibility.

Program description
The major features of the discipline system include:
- A school-based, computerized, uniform reporting system provides a profile of each school's discipline problems, including the time and location of offenses. This enables the Board of Education to focus specific attention on those problem areas.

"Students in school, as well as out, are persons under the Constitution. They are possessed of fundamental rights which the State must respect, just as they themselves must respect their obligations to the State."

This system provides pre- and post-data for new discipline strategies.

- A Student Evidentiary Hearing Committee appointed by the superintendent conducts administrative hearings to determine the guilt or innocence, the severity of the offense and the disciplinary action warranted in cases involving the possible suspension or expulsion of a student. The committee may impose a variety of penalties.
- A Due Process Manual was developed to assist administrators of the systemwide discipline program.
- Staff development workshops, presentations and credit courses are conducted pertaining to discipline. Topics range from classroom management to legal issues in school discipline.
- Incidents are prevented as a result of a discipline system developed around due process and promoting mutual respect. The discipline pamphlet issued to all students states, "Students in school, as well as out, are persons under the Constitution. They are possessed of fundamental rights which the State must respect, just as they themselves must respect their obligations to the State." (United States Supreme Court, *Goss v. Lopez*.)

Interagency collaboration

The successful implementation of the discipline system entails a great deal of cooperation between individual schools and the County Board of Education. Although this particular program is operating entirely within the school system, the County Board of Education is committed to the philosophy of interagency collaboration and even states in its letterhead: "The School Cannot Live Apart From the Community."

Ditmas Junior High School Law Program
700 Cortelyou Road
Brooklyn, New York 11218
718/941-5450

Background and objectives

The Ditmas Junior High School Law Program was initiated in September 1980 through the efforts of social studies teachers Lois Zarka and Carol DiStefano. The teachers developed the program after participating in a course sponsored by the Board of Education and the Brooklyn Bar Association. They patterned the curricula after a Law Studies Program at Northpoint High School in Long Island, New York, that is supervised by Thomas O'Donnell. Initially, 72 ninth-graders and 30 eighth-graders participated in the program.

Program description

Ninth-grade students at Ditmas Junior High participate in Mentor, a law-related education program sponsored jointly by the New York Alliance for the Public Schools Inc. and the Federal Bar Council, in cooperation with the Board of Education of the City of New York. Attorneys visit classrooms, students visit law firms and they attend court together. Ditmas was one of three area junior high schools chosen to participate in this program. The firm of Finley, Kumble, Wagner, Heine, Underberg and Casey is the school's sponsor. Other features of the Mentor program include:

- The forensic science component increases students' understanding and application of the physical sciences by requiring them to collect and analyze evidence from a simulated crime scene. The forensic department at Ditmas was the recipient of a Special State Legislative Grant during the 1985-86 school year.
- Mock trials are conducted weekly in two classrooms that are each equipped with a judge's bench and a jury box. Students act as lawyers and participate in jury selection using procedures gained from visits to criminal court and the state Supreme Court.
- Students raised $400 to refurbish the classrooms that are used for the mock court proceedings.
- Lectures by the Suffolk County Police and Sheriff's Departments help students understand police work and the law.
- Students, hosted by the staffs of the police and sheriff's departments, visit the minimum security prison at Yaphhank.
- Students take visits to new citizen "swearing in" ceremonies.
- Workshops are sponsored by the school for teachers who wish to implement similar classes. Specialized curricula have been developed for grades 7-9 with instruction incorporated into social studies (grades 7-8) and English (grade 9).

Interagency collaboration

Joint efforts by the New York Alliance for the Public Schools, the Federal Bar Council, the Board of Education and the Suffolk County Police and Sheriff's Departments have made this a successful program. The Legal Society of New York, Brooklyn District Attorney's Office, Brooklyn Jail and the 66th Police Precinct have sent representatives to instruct Ditmas students.

Through the Mentor program, hundreds of lawyers have played a significant role in New York City schools.

Mentor
180 Maiden Lane, Suite 3600
New York, New York 10038
(Written inquiries only)

Background and objectives
The Mentor program was created by Thomas W. Evans, a lawyer in private practice and chairman of the education committee of the President's Advisory Council on Private Sector Initiatives. The Mentor program began in 1983 as a pilot project involving five high schools and five law firms. During the 1987-88 school year, 28 public schools were being sponsored by 28 law firms. Program goals include increasing student awareness of the U.S. legal system, the impact of law on a student's life, student rights and responsibilities, and legal career opportunities. Mentor programs have been developed in other cities throughout the country as well.

Program description
Mentor pairs junior high and high schools with law firms. The program stimulates academic achievement and excellence in all fields of study and encourages better student citizenship and respect for the law. Specific activities include:

- Lawyers from the Mentor firm make an initial visit to the school with which they are paired.
- Students visit and tour the law firm, concluding with lunch in the conference room.
- Students make field trips to the federal and state courts. Lawyers from the firm serve as guides and, after court, host debriefing luncheons at the law firm with the students.
- Each paired firm and school develop elective activities such as legal writing, computer research or lawyer visits to the classroom.

A handbook may be obtained at no cost by writing to the project coordinator.

Interagency collaboration
The Mentor program is a joint endeavor of the New York Alliance for the Public Schools, Federal Bar Council and New York City Board of Education. Through the Mentor program, hundreds of lawyers have played a significant role in New York City schools. Additional Mentor programs are being developed in the fields of advertising, engineering, education and computers.

Herman K. Ankeney Junior High
4085 Shakertown Road
Beavercreek, Ohio 45430
513/429-7567

Background and objectives
Ankeney Junior High opened in 1969 during a period of national and local student unrest. Staff turnover at the school was high. Additionally, its proximity to Wright Patterson Air Force Base gave the school an international mixture of highly mobile students. School relations with the media were poor. Seventy percent of the adults in the community did not have children in school and Ankeney suffered from a negative public image.

Making the commitment to turn the situation around, Ankeney's staff implemented changes. The school is now described as having a "very disciplined climate which is child-centered and academically oriented." During the 1983-84 school year, the suburban junior high school of approximately 900 students was selected by the United States Department of Education for inclusion in its Secondary School Recognition Program. Ankeney also has received the Award for Democracy in Education from the Freedom Foundation.

Program description
Recognizing that overall school discipline is paramount to a good learning environment, the school adopted several strategies designed to improve the school climate and student behavior, as well as to improve community relations:

- A merit/demerit system was developed by a discipline committee composed of students, teachers, parents, principals and counselors. Teachers issue demerits when students break a rule (minor infractions, not criminal offenses) and merits when a student performs one-half hour of service for the school. Merits are used to delay or prevent a suspension, which is the consequence for each 10 demerits accumulated. Students with merits may earn a certificate and trip at the end of the year.
- Community merits may be earned by students for one hour of unpaid community service. A community merit cancels out a demerit. The system gives students the opportunity to get involved in the community in a positive way. Examples of community service projects include doing chores for the elderly, cleaning vacant lots or distributing campaign literature.
- A Saturday Alternative Program (S.A.P.) was added to take the place of most out-of-school suspensions. The program allows students to be responsible for their behavior without losing

school time to suspension. S.A.P. meets 20 Saturdays each year and employs two certificated teachers.

- A school historian assembles a news file of articles about the community activities of students, providing the school with a profile of student accomplishments and community participation. The school sends news releases to publicize school activities, and student accomplishments are recognized over the school intercom.
- An attendance officer is available to assist or retrieve students who are excessively absent.
- Community involvement in Ankeney Junior High has increased. This is due in part to improved relations between the school and the news media. Because a majority of community residents do not have school-aged children, their main source of information about the school is the local paper.

Successful strategies that have been employed to develop a positive working relationship with the press and community include:

- Regular news releases and photographs are submitted to the local paper about school activities, ie., student food drives, staff and student awards, and sports events. Reporters are regularly invited to the school to see "what is right with education."
- The parent-teacher organization is active. Volunteers provide tutorial and clerical assistance, and parents participate on the discipline, education and sports committees. Workshops orient and assist parent volunteers.
- Non-parent community members are encouraged to visit and participate in school activities. Senior citizens are annual guests for a special program and meal. The Chamber of Commerce officially recognizes an outstanding educator, and the Optimist Club sponsors a public speaking contest. The Rotary Club hosts a professional day during which students spend a day with a professional person in the community. Dayton Power and Light provides programs and speakers for the science department.

Interagency collaboration

The school encourages community involvement with many businesses and service clubs. In addition to providing guest speakers, Dayton Power and Light sponsors an energy fair with Ankeney students participating. The school also works closely with local support groups such as the Children's Mental Health, Children's Services Board and Greene County Juvenile Court.

Seattle Public School District
815 Fourth Avenue North
Seattle, Washington 98109
206/281-6000

Background and objectives
The Seattle Public School District was encountering community complaints about a lack of discipline in the schools at a time when the public sought to counteract the perceived permissiveness of the past 20 years. Seattle's inner-city schools also were suffering from a negative image resulting from desegregation orders.

The school district began developing the outline of a discipline code, seeking to incorporate the latest research in juvenile delinquency prevention, particularly theories of disruptive behavior. After discussion and community involvement, the school district identified more than 30 areas of concern. These were reduced to 19 major issues that were addressed in the discipline code.

Program description
The discipline code clearly distinguishes between school misconduct and crime. The school board developed policies in all major issue areas, including absenteeism and truancy, elimination of corporal punishment, substance abuse, homework, health care and safety, and school climate. Along with discipline code regulations, the district has established alternative schools for those students who have difficulty in the traditional classroom. These schools are also for students who have returned to school after dropping out.

To serve truants, the school district provides work training programs. A program also has been developed for pregnant teens who are truant or drop out. A policy was established requiring a 2.0 grade point average (GPA) for participation in school activities. In addition, intervention programs in grades 7-12 have been established to help all students maintain at least a 2.0 GPA.

Interagency collaboration
Community members, parents and professionals from the field of juvenile justice helped develop the discipline code at community seminars. The school board sought public awareness and support of the new policies through a major media campaign utilizing the district's radio station. PIPE (Private Initiatives in Public Education) is a business/community partnership initiated by the Seattle Chamber of Commerce.

Community members, parents and professionals from the field of juvenile justice helped develop the discipline code at community seminars.

Project S.M.A.R.T.
2 Lafayette Street
New York, New York 10007
212/577-7700

Background and objectives
The School Mediators' Alternative Resolution Team Program — better known as Project S.M.A.R.T. — trains students, parents and school personnel to mediate disputes between students, students and parents, and students and teachers. Sponsored by the Victim Services Agency, the program began in 1983 at William Cullen Bryant High School. Other New York City schools now in the program are Horace Greeley Junior High School, Taft High School, Eastern District High School and Prospect Heights High School.

Students are taught skills such as listening, critical thinking and problem-solving that can be used in resolving their own conflicts or those of their peers. Mediation provides the entire school community — students, faculty and parents — with a forum for constructive dialogue and problem-solving.

Program description
Project S.M.A.R.T. consists of four basic service components:
- classroom seminars designed to generate campuswide interest in mediation and to recruit mediators and cases;
- the training of students, parents and faculty interested in becoming mediators;
- the mediation of intra-student, intra-family and student-teacher conflicts by those who sucessfully complete the training; and
- follow-up on all mediated cases to discuss ongoing problems.

Since the program began, more than 230 students and 64 adults have completed S.M.A.R.T.'s 24-hour taining course, and more than 6,300 students have attended classroom seminiars on mediation and non-violent problem-solving. S.M.A.R.T. mediators have helped resolve more than 775 disputes.

Suspensions for fighting have dropped dramatically at each of the schools. It is now standard procedure for the schools' disciplinary deans to refer all student disputes not involving weapons, drugs or injuries to mediation.

Interagency collaboration
Each school has a project coordinator employed by Victim Services Agency, a non-profit human service agency. Other program funding is provided by the New York City Youth Bureau and the New York City Board of Education.

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Appendix

Assessment Survey-A
School Climate Check List

Student morale	Yes	No
1. Students feel what they are learning is important and will help them in their personal lives.	____	____
2. Students are proud of their school.	____	____
3. Student attendance is good.	____	____
4. The various student social and/or racial groups (cliques) communicate with one another, respect one another and work together.	____	____
5. Students and staff participate in problem-solving and school-improvement activities.	____	____
6. There is a feeling of trust, caring and mutual respect among teachers and students.	____	____
7. Students feel they can talk to at least one staff member about personal problems.	____	____
8. Most students participate in school social activities.	____	____
9. Students are familiar with, and are held accountable to, codes of conduct.	____	____
Student achievement		
10. All students at all skill levels are challenged, encouraged and expected to do well.	____	____
11. Students value the opinions of their teachers.	____	____
12. Students have an opportunity to demonstrate positive skills and talents.	____	____
13. Information about school and community resources, to help with specific problems, is made available and used by students.	____	____
14. Staff members model the behavior they wish to see in students.	____	____
15. Students are programmed into classes commensurate with their abilities.	____	____
16. Students receive prompt feedback about their performance on assignments.	____	____
17. Staff members are available for, and students are encouraged to seek, assistance outside of class time for their academic pursuits.	____	____
Teacher morale		
18. Staff members are proud of the school.	____	____

	Yes	No
19. Staff members exhibit a sense of cohesiveness, trust and acceptance among themselves.	____	____
20. Teachers feel their input on policy planning and implementation is encouraged and accepted by the administration.	____	____
21. Appropriate in-service training is provided regularly.	____	____
22. Teachers are involved in, and have input into, in-service training.	____	____
23. Certificated and classified staff members communicate well with one another and work together for the benefit of the students and school.	____	____
24. Staff members know their efforts are supported by school and district administration.	____	____
25. Teachers feel they are in control in their classrooms and are confident that site administrators will back them up.	____	____
26. Teachers are comfortable with students.	____	____
27. Teachers feel good about what they are doing.	____	____
Administration		
28. The administration provides sufficient knowledge and training for teachers in handling discipline problems.	____	____
29. The administration provides strong leadership.	____	____
30. The administration is an effective support service to the classroom teacher.	____	____
31. The administration provides the staff with a working knowledge of district goals and school-site goals in curriculum areas.	____	____
32. The administrative staff works as a team, rather than as a group of individuals.	____	____
33. The administration has made a serious attempt to balance the racial and ethnic composition of the school community.	____	____
Curriculum		
34. Alternative programs are available to assist the gifted as well as the slow learner.	____	____
35. Staff members accurately diagnose student academic and social needs.	____	____
36. Special programs, such as those for the educationally handicapped and physically handicapped, are understood and supported by the total staff.	____	____

	Yes	No
37. Special help is available for students with special needs.	____	____
38. Counseling staff members are involved in actual counseling, not just performing clerical duties.	____	____
39. The curriculum reflects the ethnic, racial and sexual composition of the community.	____	____
40. Teachers express and demonstrate a concern for, and commitment to, student achievement.	____	____
41. Staff members develop curricular activities and create a learning environment to help students establish goals.	____	____
42. Adequate resource materials are readily accessible to teachers.	____	____
43. Curriculum combines academic and social learning skills.	____	____
44. Standards of excellence cross all departments. For example, proper English skills also are required in social studies classes.	____	____
Discipline		
45. There is a set policy of discipline, such as a student handbook, that is distributed to and discussed with students.	____	____
46. Behavior problems are recognized and resolved promptly.	____	____
47. School staff members know the difference between criminal violations and discipline incidents. Discipline problems are handled by the school; criminal violations are handled by law enforcement.	____	____
48. Appropriate penalties are given for violations of the discipline policy.	____	____
49. Conflict in the school is dealt with constructively and all conributing factors are evaluated.	____	____
50. The safety of other students is a consideration when resolving discipline incidents.	____	____
51. There are resources to resolve conflicts that include student participation.	____	____
52. Alternatives to referrals, suspension and expulsion are built into the discipline policy.	____	____
53. Rules are fairly and consistently applied to all students.	____	____
54. There is strict adherence to and enforcement of school rules by the total staff.	____	____

	Yes	No
55. Discipline serves to teach expected behavior, as well as to provide punishment for inappropriate behavior.	____	____
56. Classroom management policies exist and are followed by all staff members.	____	____
57. Discipline problems are handled by every staff member, not just the administration.	____	____
Safety		
58. A plan with adequate campus supervision is operating to reduce vandalism.	____	____
59. The school has a litter prevention program.	____	____
60. The school is designed with crime prevention in mind, such as minimum entry points and proper landscaping.	____	____
61. There are no areas on the school campus where students are apprehensive about their physical safety.	____	____
62. There is some type of on-site advisory committee, which includes students.	____	____
63. There is no graffiti on the school buildings.	____	____
64. Fights and/or gang activity are unusual occurrences.	____	____
65. Students can carry money without fear of physical harm or threats by other students.	____	____
66. Fire and intrusion alarm systems are functioning properly.	____	____
Community		
67. A "Neighborhood Watch" program is in place, and neighbors are committed to calling law enforcement when suspicious or illegal behavior is occurring.	____	____
68. Local law enforcement officials whose beat encompasses the school know and communicate with both youth and staff.	____	____
69. The community feels a sense of pride and ownership in the school.	____	____
70. Parents are involved in school planning for campus safety.	____	____

Adapted from the California Office of the Attorney General. Alternatives to Vandalism. *Sacramento, California, 1983.*

Assessment Survey-B
The Discipline Context Inventory

The eight factors (numbered 1-8 in the survey below) make up the living curriculum of the school; they convey to everyone in the school "how we behave around here." They show how an individual fits into the school every minute of the day, how he or she will be rewarded and how to behave to receive those rewards. Improving discipline in a school can best be achieved by examining these eight factors and by taking action to make them cause the behavior desired.

Introduction
This inventory is neither a "scorecard" nor an objective test. It is a working guide for use by school personnel, students and parents to analyze programs and to identify problem areas they may wish to work on to reduce disruption and to improve discipline in their schools.

Directions
Circle a number to rate your school on a scale of 0 to 5, with a rating of 0 indicating that the statement is not at all true of your school and a rating of 5 indicating that the statement is clearly true of your school.

A. *The way people work together for problem-solving and decision-making.* Generally, more open and widespread participation is related to fewer disruptive behaviors and greater feelings of responsibility among teachers and students.

1. Faculty meetings are for staff development and problem-solving. 0 1 2 3 4 5
2. Faculty members communicate concerns about district policies to central administration and modify those policies for their students' benefit. 0 1 2 3 4 5
3. A sense of direction and mutual purpose is shared among a significant number of staff, students and, to some extent, parents. They can describe goals and achievements in specific, understandable terms. 0 1 2 3 4 5
4. The school district central administration expects problems to be solved by local staff and community members. 0 1 2 3 4 5
5. Problems do not fester; they are identified and resolved. The attitude, "What can we do?" replaces the attitude, "It can't be done." 0 1 2 3 4 5
6. The school district provides time and consultants

to aid in solving problems. 0 1 2 3 4 5

7. Adults in the school recognize their own responsibilities for handling situations or for solving problems that affect themselves or the students. 0 1 2 3 4 5
8. A large number of the staff is involved in planning and in implementing school activities. Participation is high and widely distributed. 0 1 2 3 4 5
9. Staff members and students feel that the school belongs to them and that they can make a difference in it. 0 1 2 3 4 5
10. Staff members exhibit a sense of accomplishment, giving a positive tone to the climate of the school. 0 1 2 3 4 5
11. Staff members recognize their own problems and don't take them out on the students. 0 1 2 3 4 5
12. Staff members communicate openly and frequently with one another about significant educational matters. 0 1 2 3 4 5
13. Staff members are relaxed and not afraid of their students. 0 1 2 3 4 5
14. Staff members know how to prevent discipline problems caused by adults, by school procedures or by the school organization. 0 1 2 3 4 5

B. *The distribution of authority and status.* Generally, when there are fewer barriers to communication, more involvement in exercising authority and fewer status differences, the result is a more widespread sense of responsibility and a greater commitment among staff and students.

1. Status differences among various staff groups are eliminated. 0 1 2 3 4 5
2. No one ignores problems, refuses to do what needs to be done or says, "It's not my job." 0 1 2 3 4 5
3. Administrators' expectations are clearly communicated. 0 1 2 3 4 5
4. Staff members generally agree on what principals, teachers, aides, etc., are expected to do in given circumstances. 0 1 2 3 4 5
5. Teachers are able to communicate concerns, questions or constructive ideas to "superiors." 0 1 2 3 4 5
6. Each person accepts criticism from those who receive his/her services. 0 1 2 3 4 5
7. School secretaries, aides, custodians, bus drivers and other school staff members participate in faculty meetings and in-service sessions. 0 1 2 3 4 5

8. Parents participate in classroom and school activities and are represented at most faculty meetings and in-service sessions. 0 1 2 3 4 5
9. Teachers help one another solve problems rather than criticize other teachers or students. 0 1 2 3 4 5
10. Responsibilities and "territories" are shared and respected; people are not possessive nor are they fearful that someone will "take over" their job, space or materials. They say "our school" and "our students," not "mine." 0 1 2 3 4 5
11. Status differences among student groups that segregate or limit communications are eliminated. 0 1 2 3 4 5

C. *Student belongingness.* Students feel that the school serves their needs, is a safe and happy place to be, treats them as valued individuals and provides ways in which student concerns are treated fairly. When students feel supported and are involved in the life of the school, fewer disruptions or irresponsible behaviors will occur.

1. Students participate in solving the problems of the classroom and the school. 0 1 2 3 4 5
2. A large number of the students are involved in planning and implementing the school's activities. Students feel that the school belongs to them and that they can make a difference in it. 0 1 2 3 4 5
3. Students exhibit a sense of accomplishment, giving a positive tone to the climate of the school. 0 1 2 3 4 5
4. Teachers know the names of students, not only those in their classrooms but others in the school. 0 1 2 3 4 5
5. Students take responsibility for enforcing the agreed-upon rules and procedures with their peers and with teachers and administrators. 0 1 2 3 4 5
6. When making school policy decisions, the educational growth of students takes priority over concerns such as adult convenience, pleasing superiors, saving face or maintaining tradition. 0 1 2 3 4 5
7. Students take responsibility for their actions. 0 1 2 3 4 5
8. Students are included as members of the school. 0 1 2 3 4 5
9. Students' work is displayed in classrooms, display cases, corridors and cafeterias. 0 1 2 3 4 5
10. Students are involved in planning school decorations. 0 1 2 3 4 5
11. Students feel responsible for keeping the school environment attractive and clean. 0 1 2 3 4 5

12. Students may use the facilities freely as long as there is consideration for other students and for adults. 0 1 2 3 4 5
13. When necessary, basic needs of students from poor families are met through whatever resources are available without "spotlighting" them. 0 1 2 3 4 5
14. Children with special problems are diagnosed and help is provided in a manner that does not stigmatize them or separate them from normal school activities. 0 1 2 3 4 5
15. Teachers respect the students' language and culture. 0 1 2 3 4 5
16. Each student has at least one contact on the faculty who serves as an advocate. 0 1 2 3 4 5
17. Students believe the school offers what they need and they find school interesting. 0 1 2 3 4 5
18. All students are included in all classroom and school activities, regardless of sex, race, religion, socioeconomic status or academic ability. 0 1 2 3 4 5

D. *Procedures for developing and implementing rules.* Generally, when rules are made by the people involved and when expectations are clearly understood, there are fewer transgressions. The more nearly rules are derived from principles of learning and of normal human behavior, the more effective they are. The more the school operates like a community, as opposed to a prison or army, the fewer the problems.

1. Rules and expectations are clearly defined, stated and communicated so that people know what to do. 0 1 2 3 4 5
2. Students are involved in rule-making. 0 1 2 3 4 5
3. Rules are made by the people who must enforce them. 0 1 2 3 4 5
4. Disciplinary techniques are used to teach positive ways of behaving, not to punish or to teach blind obedience. 0 1 2 3 4 5
5. A few good rules are made and enforced rather than having too many rules that are not enforced. 0 1 2 3 4 5
6. Rules are enforced in a way that will reinforce the behavior that is desired. 0 1 2 3 4 5
7. Unenforceable rules are eliminated. 0 1 2 3 4 5
8. Due process is applied before punishment. 0 1 2 3 4 5
9. Students and others are assumed to be innocent until proven guilty of infractions. 0 1 2 3 4 5
10. A complete description of what transpired during

any discipline incident is expected from adults and students. 0 1 2 3 4 5

11. Teachers are not assumed to be "right" all the time. 0 1 2 3 4 5
12. Students are not punished if such punishment has no positive educational outcome. 0 1 2 3 4 5
13. Rules and disciplinary procedures are examined and revised to prevent negative educational outcomes such as lower self-respect, dislike for school, lack of responsibility for one's own behavior, sense of helplessness, etc. 0 1 2 3 4 5
14. Rules apply only to behavior that has a direct effect on the school or classroom, not to matters that are trivial or highly personal. 0 1 2 3 4 5

E. *Curriculum and instructional practices.* A curriculum which emphasizes learning that is appropriate for the students served and that provides a greater variety of materials and activities tends to reduce discipline problems.

1. The curriculum is viewed as more than the content to be taught in subject-matter classes. 0 1 2 3 4 5
2. Administrative procedures are related to the explicit curriculum goals of the school. 0 1 2 3 4 5
3. Field trips, outside speakers and other good practices are seen as ordinary teaching methods that teachers may utilize without excessive administrative procedures. 0 1 2 3 4 5
4. A variety of teaching styles is evident among faculty members. 0 1 2 3 4 5
5. Individual differences and differences in learning styles are respected and accommodated. 0 1 2 3 4 5
6. Students may transfer from one teacher to another, or one program to another, depending upon their learning styles and their particular educational goals. 0 1 2 3 4 5
7. Teachers choose the methods and materials that serve best for achieving their goals. 0 1 2 3 4 5
8. Teaching methods and instructional materials build on what the student already knows. 0 1 2 3 4 5
9. Students have choices in schedules and assignments. 0 1 2 3 4 5
10. The curriculum includes teaching students how to make choices. 0 1 2 3 4 5
11. Teaching methods provide for active learning and are neither boring nor frustrating. 0 1 2 3 4 5

12. Counterproductive practices are changed or eliminated as speedily as alternatives can be developed. 0 1 2 3 4 5
13. The student-teacher ratio is reasonably low. 0 1 2 3 4 5
14. Playgrounds, school buses, cafeterias and hallways are viewed as places where students learn; teachers design and implement a curriculum for those areas. 0 1 2 3 4 5
15. Students are frequently involved in learning activities outside the classroom and in the community. 0 1 2 3 4 5
16. Some failure is accepted as a natural part of learning and growth. 0 1 2 3 4 5

F. *Processes for dealing with personal problems.* Generally, practices that help people cope with their lives outside the school and with problems that are not directly related to school matters stimulate greater commitment to participate fully in the work of the school.

1. Before rushing to solve a problem, people clarify whether there is a problem and define what it is. 0 1 2 3 4 5
2. Individual and cultural differences are respected and valued and are allowed to be openly expressed in the school. 0 1 2 3 4 5
3. Staff and students recognize that even "good" students and "good" teachers have problems. 0 1 2 3 4 5
4. Students are permitted to have "low days." 0 1 2 3 4 5
5. Teachers are permitted to feel angry, to have "low days" or to make mistakes. 0 1 2 3 4 5
6. Staff members understand student behavior and avoid causing problems when there are none. 0 1 2 3 4 5
7. Students do not try to manipulate adults. 0 1 2 3 4 5
8. Minor student misbehavior does not warrant undue attention. 0 1 2 3 4 5
9. Teachers are able to discern when a discipline incident is over. 0 1 2 3 4 5
10. Staff members do not get distracted from what they want the students to do. 0 1 2 3 4 5
11. Teachers do not escalate small problems into larger ones. 0 1 2 3 4 5
12. Staff and students express and discuss problems as they arise rather than tucking them away. 0 1 2 3 4 5
13. If a person has a problem with another, he or she discusses it directly with that person. 0 1 2 3 4 5
14. When dissatisfied with their own performance, people focus on growing and do not punish

themselves for being short of perfection. 0 1 2 3 4 5

15. Both students and staff can give tangible examples of growth that have occurred in adults or students. 0 1 2 3 4 5
16. All people in the school recognize and celebrate (even in small ways) when one of them achieves something good. 0 1 2 3 4 5
17. People help one another in ways that help them to become independent. 0 1 2 3 4 5
18. Teachers and students admit feelings that are causing them to behave inappropriately, but they do not blame others for their own feelings. 0 1 2 3 4 5

G. *Relationships with parents and other community members.* Generally, more open relationships with parents and other community members result in better achievement and behavior in the school. Close home and community contacts also enhance the students' sense of belonging.

1. Teachers and administrators frequently participate in groups and organizations within the community that can offer support to students and to the school. 0 1 2 3 4 5
2. Teachers know the students, parents and community and frequently interact with each of them. 0 1 2 3 4 5
3. Teachers know the neighborhood, the street names, the stores and the places of entertainment of their students. 0 1 2 3 4 5
4. Teachers recognize they may hold stereotypes about some students and parents as individuals and try in various ways to break down those stereotypes. 0 1 2 3 4 5
5. Teachers and other school personnel visit students' homes frequently. 0 1 2 3 4 5
6. Each teacher visits the home of every homeroom student (or advisee) early in the school year before any problem can arise. 0 1 2 3 4 5

H. *Physical environment.* Generally, environments that are pleasant for adults and students to work in and that reflect the interests, culture and values of students encourage good behavior. The more the school environment looks like a workshop, a library, a restaurant or a conference center and less like a prison or institution, the fewer the problems.

1. Meeting and social areas are not crowded. 0 1 2 3 4 5
2. Adequate materials are available and they are

organized for easy access and cleanup. 0 1 2 3 4 5

3. The physical environment is well-organized in order to permit a maximum of student independence and behavior. 0 1 2 3 4 5
4. Necessary space and adequate facilities are available for student work. 0 1 2 3 4 5
5. The school plant is well-planned to accommodate easy movement within and between classrooms and large group areas. 0 1 2 3 4 5
6. The cafeteria has places where small groups can sit, eat and talk quietly together. 0 1 2 3 4 5
7. There are several "nooks and crannies" where individuals may be alone to think, read or work. 0 1 2 3 4 5
8. Places are designed where small groups can work together without having to talk loudly to be heard. 0 1 2 3 4 5
9. The school is attractive and inviting. 0 1 2 3 4 5
10. Staff members feel responsible for keeping the school environment attractive and clean. 0 1 2 3 4 5
11. Staff and students are able to analyze "trouble areas" in the environment and make provisions to solve the problems. 0 1 2 3 4 5
12. The environment is well-designed acoustically. 0 1 2 3 4 5
13. Traffic patterns are analyzed to eliminate causes of discipline. 0 1 2 3 4 5

Using the inventory for problem-solving meetings

The *inventory* may be used with faculty or parent groups to identify problems in the school and to establish goals for solving those problems. The following procedure is suggested, but adaptations may be needed to suit local conditions.

Step 1: Begin by selecting only one of the eight sections in the *inventory* for rating your school. The selection may be made by asking the faculty to rank the eight areas to determine which one they would be most interested in working on or which one most needs attention. The principal or administration also could decide which area needs the most attention. Sometimes a recent incident in the school might help determine on which area to focus.

Step 2: Involve staff members early in the process prior to the faculty meeting. Through informal conversations with staff members, present the ideas in the *inventory* and get their suggestions about which ones need attention. Distribute an open-ended questionnaire soliciting the staff's ideas about the major causes of discipline problems (or

other problems) in the school. Distribute evidence of problems such as achievement test results, suspension rates or incidence of some disruptive behavior, then use the *inventory* as suggested to get at the causes.

Step 3: Use only one of the eight sections of the *inventory* for the content of a staff meeting. Staff meetings are too short to deal with the entire range of items included in the *inventory*. The staff might be overwhelmed or become frustrated if presented with too many items.

Step 4: Divide the staff into groups of five, consisting of members from different departments, different status levels (include non-certified personnel), different grade levels, different sexes and different races. Have them seat themselves in circles to facilitate direct eye contact and discussion.

Step 5: Give each group sheets of chart paper, a marker and some masking tape for hanging the charts on the wall.

Step 6: Have each person rate the school on all of the items in the section that has been selected for the meeting. The rating can be done before the meeting starts, at the beginning of the meeting or just after the small groups have been assigned in Step 4. The rating should be done individually and with no discussion among the group.

Step 7: Ask the staff to read the introduction to the *inventory* so they will understand why they are doing the next steps. Encourage the staff to discuss the introduction to clarify their thinking or to voice their disagreements. Try to get all staff members to participate and avoid letting one person act as the "expert" on the *inventory* and the rationale behind it.

Step 8: Have each group discuss their ratings, then list on the chart the three or four items that have the highest ratings and the three or four items that have the lowest ratings in their group.

Step 9: Have the whole staff look at the charts showing the strongest and weakest items for the school, then the whole group should develop a list of the items that most need attention. Items for the list should be selected through consensus, not through voting. Consensus requires that all disagreements are stated, heard and considered, and that all participants agree before final action is taken. Voting divides groups into "winners" and "losers" and reduces feelings of responsibility for carrying out the decision. For more on consensus, consult "Techniques to Facilitate Consensus," in R.A. Schmuck and P.J. Runkel, *Third Handbook of Organization Devel-*

opment in Schools, Palo Alto, California: Mayfield Publishing, 1982.

Step 10: Using the list developed by the whole group (Step 9), have each individual categorize the items by using the following questions:

1. Which items do you think you cannot do anything about?
2. Which items do you not want to do anything about?
3. Which items do you think you could do something about and want to do something about?

Step 11: Using the answers to question No. 3 above, assign committees to work on one item with the intention of improving it. Have each group submit a work plan at the next faculty meeting showing what will be done, by whom and on what timeline. Use the procedures suggested in Figure 1.

Step 12: Have each group report progress at each faculty meeting. Provide suggestions and help as indicated. Discuss progress informally between meetings.

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Figure 1

Goal: _____

_____

Indicators of success: _____

_____

Activities necessary for reaching goal: _____

_____

Resources needed to do Activities: _____

_____

Time when activity has to be done: _____

_____

Person responsible for doing job: _____

_____

Assessment Survey-C

Community Survey

Hello, this is _____
I'm a volunteer calling for the _____ Public Schools.

We're conducting a telephone survey to find out what people think about the public schools in _____. We'll be calling almost four hundred randomly selected citizens during this study, and would like just a few minutes of your time for some important questions.

1. First, how many years have you lived in the _____ School District?

   [1] less than one year
   [2] 1 - 3 years
   [3] 4 - 6 years
   [4] 7 - 10 years
   [5] 11 or more years

2. Do you have any children of school age or younger?

   [1] yes
   [2] no (SKIP TO QUESTION 5)

3. Do your children attend public schools or private schools?

   [1] public
   [2] private/parochial
   [3] both public and private/parochial
   [4] attends preschool program (SKIP TO QUESTION 5)
   [5] preschool child--does not attend school (SKIP TO QUESTION 5)

4. What grades are they in?

   [1] elementary (K–6)
   [2] junior high/middle school (7–9)
   [3] high school (10–12)
   [4] college

5. Students are often given the grades A, B, C, D and E to show how well they're doing in school. Suppose the _____ schools were graded in the same way. All things considered, what grade would you give _____ schools, A, B, C, D or E?

   [1] A
   [2] B
   [3] C
   [4] D
   [5] E
   [6] can't say/no response

6. People think of different things when they hear the words, " _____ schools." What comes to your mind when you hear those words..." _____ schools"?

7. In your opinion, what's the single biggest problem facing the _____ schools?

   [1] lack of proper financial support/finances
   [2] poor curriculum/poor standards
   [3] use of drugs/substance abuse
   [4] lack of discipline
   [5] teachers/teaching methods
   [6] parents' lack of interest
   [7] students' lack of interest
   [8] declining enrollment
   [9] miscellaneous _____
   [10] can't say/no response

8. Now, on the positive side, is there anything about the _____ schools that you think is particularly good?

   [1] school staff
   [2] curriculum
   [3] extracurricular programs
   [4] communication
   [5] adult/community education
   [6] vocational/career education
   [7] variety of programs/services
   [8] everything is good
   [9] miscellaneous _____
   [10] can't say/no response

9. Where do you get most of your information about the _____ schools?

- [1] students/my children
- [2] school employees
- [3] newspapers
- [4] other adults/friends
- [5] radio
- [6] television
- [7] school newsletters/publications
- [8] other _____
- [9] can't say/no response

10. What kinds of school information would be most interesting to you?

- [1] my child's progress
- [2] curriculum
- [3] teacher/teaching methods
- [4] school rules/policies
- [5] financial information
- [6] extracurricular activities
- [7] special services available
- [8] everything
- [9] other_____
- [10] can't say/no response

Next I'm going to read a list of programs and services offered by the _____ schools. As I read each item, tell me if you think the schools should give it more attention, less attention, or about the same amount of attention.

		More	Less	Same	Can't say/ no response
11.	reading...should the _____ schools give more, less or about the same emphasis to reading?	1	2	3	4
12.	writing skills and grammar	1	2	3	4
13.	mathematics	1	2	3	4
14.	training students for jobs	1	2	3	4
15.	helping students choose careers	1	2	3	4
16.	preparing students for college	1	2	3	4

		More	Less	Same	Can't say/ no response
17.	extracurricular programs like sports, bands and clubs	1	2	3	4
18.	science	1	2	3	4
19.	drug and alcohol abuse	1	2	3	4
20.	adult and community education	1	2	3	4
21.	foreign language	1	2	3	4
22.	And, finally, computers...should the schools give more, less or about the same emphasis to teaching computer science?	1	2	3	4

3. Would you say that your most recent contact with the _____ schools was a positive or negative experience?

   [1] positive
   [2] negative
   [3] can't say/no response (SKIP TO QUESTION 25)

24. What was the nature of that contact? Was it a conference, a phone call, a visitation or something else?

   [1] principal contact
   [2] teacher contact
   [3] parent conference
   [4] school publication
   [5] phone call to school
   [6] speech by school employee
   [7] other _____
   [8] can't say/no response

25. Suppose for a moment you were a school board member. What one thing would you do to improve the _____ schools?

- [1] emphasize the basics
- [2] increase teacher accountability
- [3] increase discipline
- [4] improve teaching methods/practices
- [5] improve curriculum/standards
- [6] improve financial management
- [7] increase parent/citizen involvement
- [8] improve buildings/facilities/equipment
- [9] miscellaneous _____
- [10] can't say/no response

26. What could the _____ schools do for you personally...for example, can you name any program, service or training opportunity that would be helpful to you?

- [1] parenting programs/child care/helping parents to help kids learn
- [2] job training/skill enhancement
- [3] offer leisure/enrichment programs
- [4] adult education programs
- [5] family management programs
- [6] senior citizen programs
- [7] nothing/present programming fine
- [8] miscellaneous _____
- [9] can't say/no response

Next, I'm going to read you a list of statements about our public schools. After I read each one, please tell me if you tend to agree or disagree with the statement.

		Agree	Disagree	Can't say/ no response
27.	Most students here like school.	1	2	3
28.	Our schools emphasize reading, writing and arithmetic.	1	2	3
29.	Our schools can be described as good places to learn.	1	2	3
30.	Principals in our schools expect the best from teachers.	1	2	3
31.	Students who have learning problems can get extra help in our schools.	1	2	3
32.	When students graduate from our schools, most of them will know how to read, write and do arithmetic.	1	2	3

		Agree	Disagree	Can't say/ no response
33.	Students in our schools are encouraged to do the best they can.	1	2	3
34.	School employees in our community care about students.	1	2	3
35.	Most classrooms in our schools are well disciplined.	1	2	3
36.	Most parents believe our schools are doing a good job.	1	2	3
37.	I am generally pleased with the quality of the schools in our community.	1	2	3
38.	Teachers in our schools should assign more homework.	1	2	3
39.	Generally speaking, our schools are run in an orderly manner.	1	2	3
40.	Students in our public schools receive enough individual attention from teachers.	1	2	3

Finally, I have a few short questions to help us classify the opinions of people we're interviewing...

41. What do you do for a living?

- [1] professional, technical
- [2] farmer
- [3] management
- [4] clerical
- [5] sales
- [6] craftsman
- [7] industrial worker
- [8] housekeeper
- [9] service
- [10] laborer
- [11] student
- [12] homemaker
- [13] retired
- [14] unemployed
- [15] undesignated
- [16] can't say/no response

42. What was the last grade in school that you had an opportunity to complete?

- [1] elementary (K–6)
- [2] junior high/middle school (7–9)
- [3] some high school (10–12)
- [4] high school graduate
- [5] some college
- [6] Associate degree -- 2 year "community college"
- [7] college graduate
- [8] college post-graduate
- [9] can't say/no response

43. And, in what year were you born?

- [1] 1960–62
- [2] 1950–59
- [3] 1940–49
- [4] 1930–39
- [5] 1920–29
- [6] 1910–19
- [7] 1909 or earlier
- [8] no response

That concludes our survey. Thank you for your help.

(Please Turn To Next Page.)

FOR INTERVIEWER ONLY

44. Sex of respondent

[1] male
[2] female

Interviewer name _____

Interview date _____

Length of interview _____

Telephone number _____

Verfied by _____

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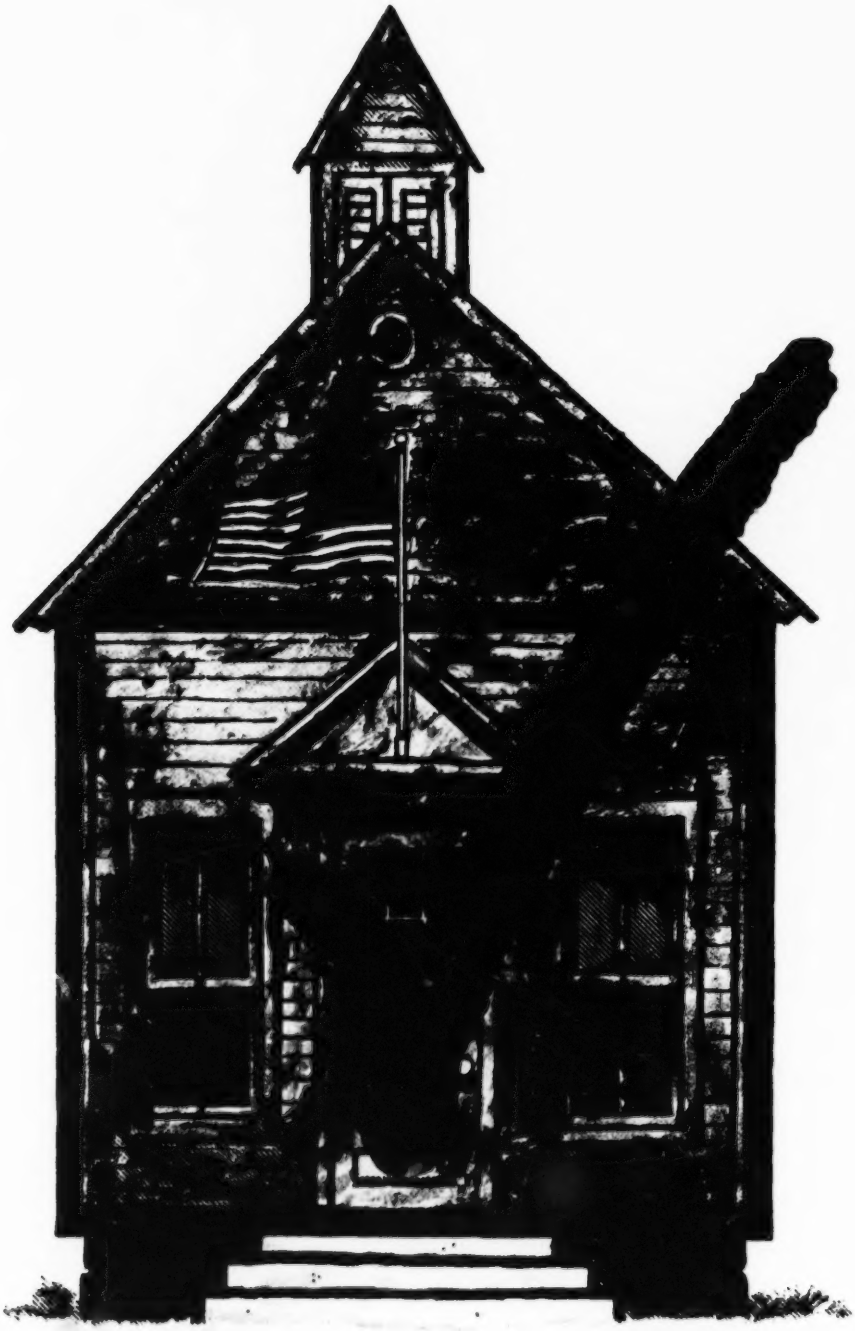

Chapter II

School attendance

Compulsory education in America was first enacted in 1647 by the Pilgrim founders in Massachusetts. Today, every state and the District of Columbia have compulsory attendance laws that require students between certain ages to attend school. Still, on any given day, about one out of 10 elementary school students and one out of five high school students is absent from class.

While most student absences are for illness or other legitimate reasons, other factors affecting attendance include fear for personal safety, delinquency, gang violence, drug abuse, poor school climate, home and family problems, the need to work, pregnancy, lack of interest in school, difficulty with English, low self-esteem and poverty. The dropout rate nationally is currently estimated at between 25 and 30 percent, with more than half of the students in some major cities leaving school before graduation.

The absentee student of yesteryear was often romanticized as a likable Huck Finn type who wiled away the day fishing. Today's truant is more likely to be a troubled or troublemaking youth who spends the day in unproductive, disruptive and sometime criminal activities that affect the surrounding community. Many communities have begun anti-truancy programs that have drastically reduced daylight burglaries, auto thefts, thefts from businesses and shopping malls, and juvenile drug and alcohol offenses.

In a 1987 Gallup Poll, the American public identified "pupil lack of interest/truancy" as one of the 10 most serious problems facing public schools. For the last five years, absenteeism (including truancy) has ranked first or among the top concerns of principals surveyed in the annual membership poll of the National Association of Secondary School Principals. Absenteeism hurts the student, often leads to increased crime and delinquency, and reduces state financial support for schools. Everyone loses when students are not in school.

Some school districts are more successful than others in their efforts to keep students in the classroom. This chapter describes model programs and offers assessment methods as well as preven-

Students who are gang members have been found to play a key role in acts of violence, threats and extortion on public school campuses. Youth gangs also are largely responsible for much of the school vandalism as well as for intimidating students and faculty.

tion and response strategies. Sample surveys also are included.

The issues

Non-attendance refers to students who are truant, excessively tardy or the victims of *educational neglect* by parents who fail to enforce mandated attendance. Irregular attendance also may result from psychological problems that occur when a student dreads something about school life.

Seven percent of high school seniors reported they do not feel safe at school, according to the "High School and Beyond Study" conducted by the U.S. Department of Education. The 1978 *Violent Schools — Safe Schools* report to Congress found that students who have been attacked or robbed at school are three times as likely to be absent during the month following the incident. The study also found that 56 percent of these victimized students said they are afraid at school at least some of the time, and 18 percent reported being afraid most of the time. In a 1984 study by the National Association of Secondary School Principals, students surveyed said that one of their most serious concerns was a fear of other disruptive students such as bullies.

A fear of gangs was the reason most often given for leaving school in a study of Chicago dropouts, and, according to the 1986 report by California's State Task Force on Youth Gang Violence, many gangs are extending their area of control into the schools. Students who are gang members have been found to play a key role in acts of violence, threats and extortion on public school campuses. Youth gangs also are largely responsible for much of the school vandalism as well as for intimidating students and faculty.

Traditionally, gang members have high dropout rates. However, some of today's gang members are choosing to remain in school. According to a five-year study of gang and non-gang youths in Detroit by Michigan State University researcher Carl S. Taylor, these gang members see school as a good place to recruit new members and make drug deals.

National dropout rates have remained about the same for the past decade, with slightly less than three-fourths of all students having completed high school. The most recent statistics from the U.S. Department of Education estimate the dropout rate nationally at 29.4 percent for 1986. Dropout rates tend to be higher in the South and Southwest and in more densely populated areas such as New York City, Chicago and Washington, D.C. (Table 2-A lists a comparison of state dropout rates.)

Dropout rates are disproportionately higher for students from poor and minority families, with black and Hispanic students twice as likely as white students to leave school before graduation.

Table 2-A
State Dropout Statistics

State	1986 Dropout Rate (percentage)	Rank	1982 Dropout Rate (percentage)	Rank
Alabama	32.7	12	36.6	6
Alaska	31.7	16	35.7	11
Arizona	37.0	5	36.6	6
Arkansas	22.0	37	26.6	29
California	33.3	11	39.9	3
Colorado	26.9	24	29.1	23
Connecticut	10.2	50	29.4	21
Delaware	29.3	19	31.8	18
District of Columbia	43.2	1	43.1	2
Florida	38.0	2	39.8	4
Georgia	37.3	3	35.0	13
Hawaii	29.2	20	25.1	34
Idaho	21.0	39	25.6	32
Illinois	24.2	31	23.9	37
Indiana	28.3	22	28.3	25
Iowa	12.5	47	15.9	50
Kansas	18.5	43	19.3	45
Kentucky	31.4	17	34.1	14
Louisiana	37.3	3	47.1	1
Maine	23.5	32	29.9	20
Maryland	23.4	33	25.2	33
Massachusetts	23.3	34	23.6	39
Michigan	32.2	15	28.4	24
Minnesota	8.6	51	11.8	51
Mississippi	36.7	6	38.7	5
Missouri	24.4	30	25.8	31
Montana	12.8	46	21.3	43
Nebraska	11.9	48	18.1	46
Nevada	34.8	10	35.2	12
New Hampshire	26.7	25	23.0	41
New Jersey	22.4	35	23.5	40
New Mexico	27.7	23	30.6	19
New York	35.8	7	36.6	6
North Carolina	30.0	18	32.9	16
North Dakota	10.3	49	16.1	49
Ohio	19.6	41	22.5	42
Oklahoma	28.4	21	29.2	22
Oregon	25.9	27	27.6	26
Pennsylvania	21.5	38	24.0	36
Rhode Island	32.7	12	27.3	28
South Carolina	35.5	9	36.2	10
South Dakota	18.5	43	17.3	47
Tennessee	32.6	14	32.2	17
Texas	35.7	7	36.4	9
Utah	19.7	40	25.0	35
Vermont	22.4	35	20.4	44
Virginia	26.1	26	26.2	30
Washington	24.8	28	23.9	37
West Virginia	24.8	28	33.7	15
Wisconsin	13.7	45	16.9	48
Wyoming	18.8	42	27.6	26
United States average	28.5		30.5	

Source: "High School Dropout Rates," USA Today, *February 26, 1988.*

However, the Education Commission reports that since 1970 the dropout rate for black students has decreased nationally, while the rate for white students has edged up. In rural and suburban schools, dropout rates have either increased or remained about the same since 1965.

About 14 percent of the males and 9 percent of the females who drop out of school enter the General Equivalency Diploma (GED) program to earn a diploma in lieu of high school graduation. Others enter training programs or "find themselves" in other ways. However, about two-thirds of those who drop out have totally given up on school. (Table 2-B lists reasons given by students for leaving school before graduation.)

Dropouts and excessively truant students not only fail to fully

Table 2-B
Reasons Cited by 1980 Sophomore Dropouts for Leaving High School Before Graduation: Spring 1982

Reasons	*Percentage agreeing**
School-related:	
School was not for me	33.1
Had poor grades	33.0
Couldn't get along with teachers	15.5
Expelled or suspended	9.5
Didn't get into desired program	6.1
School grounds too dangerous	2.3
Family-related:	
Married or planned to get married	17.8
Had to support family	11.1
Was pregnant	10.9
Peer-related:	
Couldn't get along with students	5.6
Friends were dropping out	4.6
Health-related:	
Illness or disability	5.5
Other:	
Offered job and chose to work	19.5
Wanted to travel	6.8
Wanted to enter military	4.3
Moved too far from school	3.6

*Researchers surveyed 2,289 dropouts. Respondents were permitted to cite more than one reason for leaving school.

Source: Adapted from Valena White Plisko, The Condition of Education, *1984 Edition, Washington, D.C.: National Center for Education Statistics, 1984.*

develop their academic skills, but they also may fail to acquire critical social skills such as the capacity to understand and follow directions or plan for the future. This results in reduced employability, diminished professional opportunities and lowered life satisfaction. (Table 2-C shows the average annual earnings for different levels of educational attainment.)

Society also pays a price for dropouts through increased demands on the social service and criminal justice systems. According to the National Dropout Prevention Fund, more than half of the nation's prisoners are dropouts. Research by the Stanford Education Policy Institute indicates that dropouts cost the country approximately $228 billion a year in unemployment and welfare benefits, lost tax revenues and additional law enforcement expenses. A Rand Corporation study showed that 99 percent of women who drop out and become heads of households will require assistance from Aid to Families with Dependent Children.

Evidence has shown that up to two-thirds of the daylight burglaries nationwide are done by juveniles who are truant from school when the offenses occur. Programs that have successfully reduced truancy and crime include:

- Police in West Covina, California, targeted truancy in that city in 1981, resulting in a 51.2 percent decrease in daytime crime.
- Truancy squads were established in 1985 by the Police Department in Houston, Texas. Burglaries in the area around Alief Elsik High School had dropped by almost 70 percent, and the

Evidence has shown that up to two-thirds of the daylight burglaries nationwide are done by juveniles who are truant from school when the offenses occur.

Table 2-C
Mean Earnings in 1984 of Persons 18 Years Old and Over by Years of School Completed

Years of school completed	All workers		Year-round full-time workers	
	Male	Female	Male	Female
Total	$20,452	$10,742	$25,884	$16,036
Elementary: Total	12,301	6,350	16,315	10,436
Less than 8 years	11,219	5,803	15,272	9,798
8 years	13,550	6,860	17,392	10,976
High School: Total	16,888	9,056	21,594	13,751
1 to 3 years	13,093	6,790	18,575	11,808
4 years	18,016	9,561	22,312	14,076
College: Total	26,020	13,520	31,531	19,250
1 to 3 years	18,863	10,614	24,737	16,241
4 years	29,203	14,865	33,086	19,885
5 years or more	35,804	20,275	39,829	25,370

Source: Bureau of the Census, March 1985 Current Population Survey.

department's North Shepherd substation reported a 30 percent drop in daytime burglaries as well as a decrease in robberies and assaults within just months after the program began.

- Vacaville, California, reported a 35.4 percent decline in daytime residential burglaries in the year after Control Absenteeism Through Counseling Habituals (CATCH), a federally funded program operated through the Youth Service Unit at Vacaville High School, began during the 1983-84 school year.
- Daylight burglaries decreased 48 percent in the first year after the Stop and Cite Program, a comprehensive crime reduction and truancy intervention effort by the Department of Public Safety in Rohnert Park, California, began in 1979. (See the Sample Programs section in this chapter for more details.)

Schools with poor attendance may lose in other ways as well. Researcher Jackson Toby, writing in Volume 4 of *Crime and Justice,* indicates a relationship between teacher "burnout" and absenteeism. Toby suggests that teachers of students with high absentee rates may become discouraged and give up, either leaving the profession or becoming chronic absentees themselves.

Assessing the problems

Some data on attendance conditions are available from school and district records. Usually it only takes staff time to extract attendance and dropout statistics, truancy reports and other information from existing files.

Assessments and surveys provide additional information about specific causes and individual school issues. The California School Boards Association has developed a 12-question mini-survey to determine if a review of the district attendance policy is needed. (See Assessment Survey-A, Appendix I.) School board members, district and site administrators, and others evaluating attendance problems may use the Check List for Assessing an Attendance Improvement Program (See Assessment Survey-B, Appendix II.)

An effective analysis of absenteeism requires complete and accurate enrollment and attendance statistics. The underreporting of student absences and dropouts concerns those working to keep America's young people in school. When Illinois legislators were confronted with instances of serious underreporting of the state's dropouts, they responded by enacting new laws that hold educators legally responsible and back it up by ordering a prison sentence for those convicted of falsifying attendance data. When legislation requires added responsibilites, lawmakers should consider providing schools with the additional funds needed to finance these increased services.

An effective program to address the dropout problem has been developed by Chicago's Network for Youth Services, a coalition of 30 youth- and family-serving agencies united to respond to this and related community issues. The Network's goal is to substantially increase the percentage of local students who graduate. To achieve this, students and faculty were asked why they believe students leave school before graduation. Survey results for one high school were tabulated. (See Chicago Network Program, Appendix II.)

When statistics and assessment data indicate the need for a new district attendance policy or campaign, administrators must determine if the focus must be on truancy, class cutting or dropouts. Policy revision should be districtwide to provide consistency. Also, because attendance policies increasingly are being challenged in court, a legal review of the new policy should be made before it is adopted. (Appendix III provides policy drafting guidelines and a carefully articulated and complete model attendance policy.)

Policy revision should be districtwide to provide consistency. Also, because attendance policies increasingly are being challenged in court, a legal review of the new policy should be made before it is adopted.

Prevention strategies

Schools are cracking down on tardy and truant students through high technology and stern punishments. A computerized phone system that dials the homes of all absent students has boosted attendance rates in several school districts where it has been introduced. Other schools are enforcing no-nonsense rules and punishments for chronic truants. For example, students may automatically lose credits after a prescribed number of absences in a semester.

Because attendance problems affect both home and community life, resolving the problems involves parents, community members, law enforcers, juvenile justice personnel and youth-serving professionals. Attendance behavior is learned, and early efforts should be used to deter the development of student absentee patterns. Initial efforts should be directed at students, parents and school staff. The following strategies are recommended:

- State regulations and the district attendance policy and procedures must be clearly explained and distributed to all students, parents and staff. A clear description of the tardy policy should appear in the student conduct code to be given to students and parents.
- School personnel, especially classroom teachers, should be trained in the importance and legal ramifications of enforcing attendance policies and procedures. Training may include methods for identifying and assisting *high-risk* students, techniques for efficient record keeping and facts about the financial impact of non-attendance on the school.
- Parent support is essential. Meetings, bulletins and other communications with parents should clearly explain the importance

of regular attendance. Parents should be encouraged to schedule medical appointments after school hours and have family vacations correspond with school holidays and breaks. Parents should notify the school whenever their children are absent, and the school should notify parents and request their aid when absentee patterns begin.

- Parents or guardians should be notified of each absence rather than waiting until after the problem is beyond control.
- Students whose schoolwork has suffered because of attendance problems need opportunities for independent study or tutorial instruction.
- An annual attendance record review helps schools identify students with poor attendance patterns in previous years. When reviews are made before school opens, it enables staff members to schedule interviews at the beginning of the school year with students who have poor attendance records. Interviewers can discuss reasons for absences, apprehensions about school, the relationship between attendance and academic success, consequences of not graduating and ways to improve attendance. Weekly or monthly reviews with students who have attendance problems alert the staff when intervention is needed.
- Publicity campaigns, which enlist support from local print and electronic media, can help reduce absenteeism. (Table 2-D suggests "fillers" that school districts can request local print and electronic media to run.) The media also can be asked to run a monthly community report that describes the amount of revenue lost from unexcused absences. Generate student interest in good

Table 2-D
Sample Public Service Announcements

- Do you know a child who does not attend school regularly? Please call your local school.
- The average child misses six days of school per year. If you know a child who misses many days, call your local school.
- Truancy is just the symptom; if your child is truant, get help. Call your local school.
- One out of 10 grade schoolchildren is absent on any given day. Is your child in school today?
- One out of five high school students is absent on any given day. Is your child in school today?
- Daylight juvenile crime can be decreased by more than 50 percent when a concerted community effort keeps children in school. Help keep children in school.
- Ninety percent of serious juvenile offenders begin as truants. Aren't you glad your child is in school today?

attendance through contests and campaigns to develop slogans and posters. Students with exemplary attendance records should be recognized at award assemblies, in school publications, and by personal letters of congratulations from the principal to both students and their parents.

- A variety of school attendance incentive programs can be implemented. Charts can be posted in classes or homerooms to display student attendance records.
- Special activities can be scheduled for Mondays and Fridays to discourage students from taking "extended weekends." Assemblies, class and athletic competitions, after-school dances and other extracurricular activities can be used to discourage absences. Similar activities for teachers and staff also can be implemented. When teachers are frequently absent, students tend to mirror the same absentee patterns.
- Expanding the elective courses offered by the school can promote interest for students with limited aptitude for the basic curriculum.
- The importance of regular attendance should be emphasized to students with long-term, non-contagious diseases such as asthma and diabetes.
- Site administrators can organize a school truancy prevention committee with a membership that includes school, parent, law enforcement and community representatives. This group could sponsor activities to promote good attendance, disseminate state and district attendance policies, and invite law enforcers to inform students of the legal response to truancy.
- To encourage attendance, Project "Earn and Learn" was developed by an Illinois intermediate school. Students participate in job counseling and supervised paid after-school jobs in the community. Eligibility for the program is based on satisfactory school behavior and attendance. Students work at a fixed rate for two hours daily. When a student does not meet specified attendance and behavior goals, teachers do not sign the student's job card. For each teacher approval missing from the card, authorized work time is reduced 15 minutes a day during the next week. Each missing signature results in a 12.5 percent loss in wages.
- Dropout prevention programs must address the special needs of students most likely to leave school before graduation. In primary grades the goal is a safe, no-risk classroom environment with a curriculum that includes activities to build self-esteem, develop problem-solving skills and encourage regular attendance.
- Junior and senior high counselors should help instructors iden-

In some schools, volunteers spend time each day contacting the parents of all students not in school. Such efforts tell students and parents the school is concerned and will not ignore absences.

tify and monitor potential dropouts and enlist the support and involvement of their parents.

Response strategies

When attendance, truancy or dropout problems exist, the district must initiate efforts to interrupt and change unacceptable patterns.

- Individual or group counseling is needed for students with erratic attendance. Parents should be notified and offered support as well. Students and parents must be informed of laws mandating attendance.
- Truant students need an immediate response that makes it clear unexcused absences are not tolerated. In some schools, volunteers spend time each day contacting the parents of all students not in school. Such efforts tell students and parents the school is concerned and will not ignore absences. This system also serves as a preventive measure because other students know if they miss school, their parents will be notified. Many schools now use computerized phone systems to contact parents when their children are absent.
- Truant behavior requires immediate enforcement of the written school policy. Administrative options include in-school suspension and Saturday school assignment. The first assigns truants to isolated classes, which removes them from peer social contact. Saturday school must be a structured, supervised, minimum day program and should include tutorial assistance to help students complete assignments missed during truancy, tardies or class cuts. This program infringes on a student's free weekend time and frequently is successful in modifying absentee behavior. (Table 2-E provides suggestions for in-service suspensions and Saturday schools.)
- Special curriculum or incentives may be needed to improve attendance. Independent study, tutorial, reduced day, homebound or self-contained classes are options. Withholding admittance into driver's education courses also may be an option. In an extreme situation, transfer to another school setting may be necessary to remove a student from peer situations contributing to absenteeism.
- Pregnant students may require alternative education programs that include secondary education instruction, job training and support services such as counseling, child care, health services and G.E.D. preparation.
- Adopt-A-Student or peer programs encourage better attendance. Teachers, students or community volunteers work with individual students to develop and promote attendance goals.
- New instructional units can involve students in developing and

Table 2-E
Implementation Tips for Special Attendance Programs

In-house suspension

1. Operate the in-house suspension program five days a week, four hours each day, in a separate facility on campus.
2. Staff the program with either an aide working under the supervision of a dean or with a certificated staff member who can be assigned to the program permanently or on a rotating basis.
3. Try to obtain the assignments for students from their teachers for the period the students are assigned to the program.
4. Schedule class breaks at times that do not coincide with regular classroom breaks.
5. Assign students to the in-house suspension program if they have excessive tardies or class cuts (particularly after the lunch break).
6. Assign students to the in-house suspensions program in consultation with teachers and counselors who work with the students.

Saturday school

1. Operate the Saturday school for four hours of instructional time each Saturday for at least 25 weeks during the school year.
2. Consider staffing the program with an administrator or certificated staff person on an hourly contract.
3. Describe the program completely to parents and guardians.
4. Assign the student to the Saturday school after consultation with teachers and counselors who have worked with the student.
5. If possible, obtain assignments for students from their teachers for the time they are assigned to Saturday school.
6. Tightly structure the Saturday school curriculum and require students to complete all assignments before they are released from the program.
7. Send students home from Saturday school if they are tardy; reassign them to return the following week to complete their assignments.
8. Consider establishing a parent-student communication workshop as part of the required Saturday program and work with nearby colleges or universities in staffing the workshop.

Source: School Attendance Improvement: A Blueprint for Action, *California State Department of Education, Sacramento, California, 1983.*

enforcing attendance rules.

- A speakers' panel, composed of successful or well-known adults who themselves overcame attendance or dropout problems, can be formed to address student and community audiences on the social and economic consequences of such behavior.
- Students whose schoolwork has suffered because of attendance problems need opportunities for independent study or tutorial instruction.
- Students with high potential for dropping out can be referred to an interagency team that includes school and community mem-

In some chronic truancy cases, juvenile court judges cite parents and students for contempt of court if the child refuses to attend school.

bers. The team develops programs for individual students, encourages parent involvement, identifies any medical problems, and refers students to appropriate school and community agencies. When possible, the team also works to improve the student's home environment. (In California these teams are called Student Attendance Review Boards.)

- Interviews by a counselor can determine if excessive absences are related to psychological disorders, learning disabilities or family problems. These discussions can encourage school attendance and establish a plan for the absentee, truant or dropout to return to the academic environment.
- A buddy system, pairing the returnee with a student who has successfully re-entered school, is an effective policy.
- The Operation Stay-In-School program, which originated in Fresno, California, is now used in many communities. This truancy-reduction program is jointly operated by the school district and law enforcement agencies. To enforce compulsory school attendance laws, law enforcement officers stop unsupervised school-age students during school hours. Those students identified as truant are taken to a reception center where school personnel contact a parent, who must come to the center and return the student to school. (California Education Code, Section 58625, authorizes apprehended students to be taken to reception centers operated by the school district.) In areas where no reception center exists, students are taken to their school and parents are asked to come for a conference before the students are readmitted to regular classes. (Table 2-F describes procedures for stay-in-school programs.)
- In some instances, legal complaints against parents are necessary to return the student to school. (Table 2-G provides guidelines on when and when not to file complaints.) Truancy court and school district personnel can arrange a collaborative agreement to deal with habitual truants and their parents. In some chronic truancy cases, juvenile court judges cite parents and students for contempt of court if the child refuses to attend school.
- Educators and local law enforcers experiencing serious truancy problems can agree to a joint crackdown on truants and increased efforts to enforce truancy laws. These agreements should be well-publicized to students, parents and the community.
- In response to the needs of students who have legally quit school, educators can sponsor return-to-school workshops. School dropouts are invited to learn about increased employment and other benefits for graduates. Counselors describe ways the school will assist them in returning to school.
- When students feel required to leave school because of financial

Table 2-F
Operation Stay-In-School

1. Arrange for school officials to meet with law enforcement and probation officials to develop the objectives, goals and procedures for Operation Stay-In-School.
2. Set up a reception center to receive out-of-school youths found by police officers.
3. Use newsletters, conferences, parent meetings (such as an open house), newspaper articles, and PTA programs and publications to ensure that parents are aware of the program and its purpose.
4. Notify students and staff members of the program and its operation by bulletins, brochures, assemblies and staff meetings.
5. Develop procedures to return students quickly to the regular program.
6. Identify with local law enforcement and probation departments the legitimate excuses for students to be off campus (for example, doctor or dentist appointments, ROP, work experience and independent study).

Source: School Attendance Improvement: A Blueprint for Action. *California State Department of Education, Sacramento, California, 1983.*

hardship, school districts can offer the regular day school curriculum in evening classes from 6 to 10 p.m. to accommodate daytime work schedules. Participation in evening instruction should be limited to students who need full-time employment, older students who have reached their fifth year of high school, those who have been out of school a substantial time, day students who are unable to cope with the length of the complete school day, and day students who have not succeeded in any other regular or alternative school programs.

- Workshops for parents of dropouts provide positive reinforcement to those supporting readmission. Parents learn about the adjustments students face when returning. Parents and re-enrolling students should be personally recruited to attend the workshops.
- Alternative education opportunities should be provided for students who are unwilling or unable to resume a traditional academic program. Vocational or skill centers, sometimes known as "second-chance" schools, teach returning students a trade as well as basic educational skills. Students graduating from these centers must meet academic requirements.
- Continuation schools offer another alternative educational environment for high school dropouts. Students usually have individualized instruction and learn at their own pace. While the learning environment is different than at the traditional school, students study the same basic courses, receive the same credits and must pass identical minimum academic skills tests to graduate.

Table 2-G
Suggestions About When To and When Not To File a Complaint Against Parents for Educational Neglect*

When to file:

1. When the indifferent and neglectful attitudes and actions of the parent are the main reason for the student's illegal absences.
2. When the parent habitually gives illness as an excuse without proper verification.
3. When the parent willfully obstructs the student's school attendance. For example, frequently giving excuses such as being out of town, baby-sitting, running errands, watching the house, etc.
4. When the parent makes no effort to follow recommendations for solving problems or is uncooperative with the school.
5. When the child absents himself/herself from school and the parents are unable to control the child's attendance.
6. When the parent has been warned verbally and sent a formal warning notice stating the Compulsory School Attendance law but the student continues to be absent.

When not to file:

1. When the student has excessive absences and the parent is making an effort to follow your recommendations.
2. When a general education student is suspected of having mental, emotional or physical problems. Refer to the director of special education services for testing.
3. When the attendance worker has not investigated the case fully and has not talked with the parent(s). This may be waived if parent(s) refuses to talk with him/her or fails to return calls.

*Note: This district policy was developed for Michigan schools in accordance with state and local laws. When devloping similar policies, districts should comply with applicable state and local regulations.

Source: READ: Resource Handbook for School Administrators. *Oakland Schools, Department of Pupil Personnel Services, Pontiac, Michigan, 1984, pp. 76-77.*

Sample programs

Since non-attendance harms both the school and community, cooperative programs involving school districts, community youth-serving agencies, law enforcers, juvenile courts and local businesses are being developed to address two major non-attendance problems — truancy and dropping out. (Note: Schools or organizations with programs that address student attendance issues are encouraged to submit a description of their program to the National School Safety Center. These programs will be reviewed for addition to the Center's clearinghouse resources.)

Network for Youth Services
Education Task Force
3600 W. Fullerton Avenue
Chicago, Illinois 60647
312/227-0007

Background and objectives

The Network for Youth Services was formed in Chicago to coordinate the efforts of more than 32 youth-serving community agencies. The Network focuses on Humboldt Park, West Town and Logan Square, neighborhoods with residents predominantly of Puerto Rican descent. Goals of the Network's education committee are to prevent dropouts and absenteeism and to promote quality education and the successful completion of high school. The education committee collects information on Chicago area schools, analyzes existing attendance and dropout policies and practices, and lobbies for changes that will improve the quality of education for students. The education task force also helps develop school programs and researches financing opportunities for edcuational improvements.

Program description

Members of the Network's education committee were concerned because they believed absence and dropout statistics in Chicago schools were being underreported. Through lobbying efforts, the group achieved a change in state law that now provides a uniform statewide attendance reporting system and makes it a criminal offense to misreport school attendance and dropout figures.

The committee developed and employed a school dropout survey (see Appendix II) to measure student and teacher views of why students leave school before graduation. Using this data, a school plan was developed that lists what caused the student to drop out, proposed school intervention and response strategies, and community agencies, services and programs that respond to each dropout

The Stop and Cite Program was credited with reducing burglaries 48 percent during its first year and an additional 16 percent in its second year. Vandalism was reduced 35 percent and thefts were cut 12 percent.

cause. The Network also has introduced attendance incentive programs into the Chicago schools and has promoted alternative school programs to keep students in school or return them to the classroom.

Interagency collaboration
The Network of Youth Services is a coalition of agencies in Chicago. It includes colleges, hospitals, churches, the YMCA and Boys and Girls Clubs, the Red Cross, and other youth-serving agencies and organizations. Through coordinated efforts, Network agencies evaluate youth, community and school needs to provide both direct and indirect support services.

Stop and Cite Program
Rohnert Park Department of Public Safety
5200 Country Club Drive
Rohnert Park, California 94928
707/585-1122

Background and objectives
Begun in May 1979, the Stop and Cite Program is part of a comprehensive crime reduction and truancy intervention effort. The program is based on the assumption that truancy and juvenile crime are related problems. The Stop and Cite Program seeks to reduce these problems while increasing Average Daily Attendance (ADA) funds for schools.

Program description
The program stresses positive contact between police and students. Patrol officers issue *courtesy* citations to suspected truants during school hours. Two citations are issued without penalty, and students are returned to school to meet with a parent and vice principal. When a third citation is issued, the student is referred to appropriate community support services.

The program also provides a school resource officer on nine campuses. The officer provides information and counseling on drug abuse, runaways and other topics of student interest. Resource officers serve as formal classroom teachers and as informal friends on campus.

The community supports 73 Neighborhood Watch programs, and about 20 percent of the students' parents participate in Safe House Programs. The business community also assists by reporting suspected truants. The Stop and Cite Program was credited with reducing burglaries 48 percent during its first year and an additional 16 percent in its second year. Vandalism was reduced 35 percent

and thefts were cut 12 percent. Estimated ADA funds recovered since the program began have exceeded $1 million. In addition, community savings from reduced crime loss in daytime burglaries, theft and vandalism were estimated at $262,000 during the program's initial two years.

Interagency collaboration
School personnel, the Rohnert Park Department of Public Safety, Probation Department and Youth Services join with mental health agencies and the business community in participating in the Stop and Cite Program.

Jefferson Parish Juvenile Court Services
Westbank Educational Center
1425 Cross Street
Marrero, Louisiana 70072
504/341-0825

Background and objectives
Originally called the Transitional Center, the Westbank Educational Center was established in 1978 by a three-year grant from the Office of Juvenile Justice and Delinquency Prevention. The program provides treatment and educational services to adjudicated juvenile offenders who require special attention. The program serves Jefferson Parish and functions as a non-residential alternative resource for the Juvenile Court system.

Program description
The Westbank Educational Center operates year-round on weekdays. Juveniles are transported to and from the facility and participate in an intensive, daily program that includes:
- special education in core academic subjects;
- enrichment and life skills instruction, emphasizing basic living skills, use of leisure time, cultural appreciation and community awareness;
- pre-vocational and vocational services and preparation for General Equivalency Diplomas;
- behavior management, emphasizing behavioral teaching;
- psychotherapy provided through individual, group and family intervention; and
- recreation and physical fitness.

Interagency collaboration
The Westbank Educational Center is one of the programs operated by Jefferson Parish Juvenile Court Services. The Juvenile Court

Services, jointly governed by the Parish Administration and the Juvenile Court, also operates a secure detention center and probation department. The local school board actively supports operation of the Westbank Educational Center by providing special education teachers and assistants. It also cooperates with the transfer of eligible juveniles to and from the facility and mainstream schools.

Truant's Alternative and Optional Education Program
Illinois State Board of Education
Remediation and Intervention Programs
100 N. First Street, E228
Springfield, Illinois 62777
217/782-6035

Background and objectives
The Illinois State Legislature responded to the state's growing truancy problem by statutorily funding the Truant's Alternative and Optional Education Program. The state has allocated more than $31 million since 1984 to fund these programs. More than 91,000 youths have been served at an average cost of $350 per student.

When adopting this program, the state directed the education system to seek community and professional involvement to develop alternate teaching and learning programs that recognize individual differences. Lawmakers also stipulated that school and community resources should be used effectively, and students with special needs must have easy access to the modified instructional programs. Schools were advised to combine diagnostic and preventive services with alternative education programs to offer more *humane* treatment for students with serious personal and family problems.

Program description
School districts seeking funds for Truant's Alternative and Optional Education Programs must include prevention and diagnostic services to identify the causes of truant behavior, to focus on detection and intervention for young students, and to develop individualized education plans for students who now have — or who are likely to have — attendance problems. Schools are directed to use regional services when local resources do not meet student needs. Primary responsibility for pupil attendance remains with local districts, which are encouraged to develop alternative programs for truants. Acceptable interventions include guidance and counseling or programs involving parents, community groups, and state and local agencies. General assembly funds are to be used primarily for diagnostic services at the local and regional level.

Interagency collaboration
Most state-funded programs are administered by an Educational Service Region (ESR) that coordinates school district efforts with community services and serves as a liaison between schools and courts. The Truant's Alternative and Optional Education Program seeks to supplement and strengthen local school efforts and to complement, but not duplicate, the work of existing social service agencies.

Lower Ninth Ward Truancy Center
Orleans Parish School Board
1616 Caffin Avenue
New Orleans, Louisiana 70117
504/943-0314

Background and objectives
The Orleans Parish Truancy Program has established three truancy centers in New Orleans since December 1979. These centers developed from recommendations by the International Year of the Child Committee, a group of concerned citizens, media representatives, parents, educators, social workers and members of the business community. The school district and police department cooperatively operate the centers. Out of approximately 2,000 cases handled by the centers each school year, less than 10 percent of the truants are repeat offenders. The small number of repeaters is viewed as an indicator of the center's effectiveness in truancy reduction.

Program description
In 1979 the New Orleans City Council passed an ordinance that made parents responsible for the school attendance of their children. Truancy centers were established, and police were directed to stop any child of school age who was not in school between 9 a.m. and 3 p.m. If truancy is suspected after a student is stopped and questioned by police, then the student is taken to a truancy center and given an intake interview by a social worker who seeks to identify the problems affecting attendance. When appropriate, the student is referred to other counseling or youth-serving agencies. The center provides supervised bus transportation to return students to school or home.

Monitoring, follow-up and interagency cooperation contribute to the program's success. Students receive and sign for a copy of the compulsory attendance laws. Parents are notified by mail or phone of the truancy problem and are advised of compulsory attendance laws. Staff members review the truant's school attendance records, hold parent conferences and make home visits, if needed. If par-

If truancy is suspected after a student is stopped and questioned by police, then the student is taken to a truancy center and given an intake interview by a social worker who seeks to identify the problems affecting attendance. When appropriate, the student is referred to other counseling or youth-serving agencies.

ents do not respond, they receive a registered letter stating what steps have been, and need to be, taken. If they fail to respond within 10 days, police deliver a summons and a hearing is set, usually within 24 hours.

Interagency collaboration
This program developed from proposals by the International Year of the Child Committee. The city council empowered police to act when truancy is suspected. The police department, school district, social workers, youth-serving agencies and center staff work cooperatively. A common truancy-related problem — a student's lack of clothing or shoes — also is addressed. Clothing donations from the community and new shoes from church groups are solicited, and centers distribute contributions to needy students.

Comprehensive Dropout Prevention Program
Richmond Public Schools
301 North Ninth Street
Richmond, Virginia 23219
804/780-7711

Background and objectives
Richmond Public Schools recognized the high correlation between students who are habitually truant and who drop out of school. The district also was concerned with the lowered academic performance and increased daytime criminal involvement of truant youths. The Richmond Dropout Prevention Program was established to return out-of-school youths to school, to enforce the compulsory school attendance law and to reduce the dropout rate significantly.

Many of the program's guidelines came from the Dropout Prevention Advisory Committee, a group of concerned school and community members. Committee members have helped in developing, implementing, monitoring and evaluating the Comprehensive Dropout Prevention Program.

Program description
Students from kindergarten through grade 12 who live within the Richmond city limits are included in this program. Parents, Richmond Public Schools, the Bureau of Police, the juvenile court, the Commonwealth Attorney's Office, and local businesses and merchants participate.

Three "T" (truancy) centers are maintained in the city's main geographic regions. Truants or suspected truants are taken to the nearest "T" center, usually by city police officers. Parents are

notified, a warning is issued and the student is returned to school. "T" center staff members monitor the student's attendance following the first offense, and if the problem persists, the student is referred to the court.

Interagency collaboration
This program promotes the concept that the community is the chief enforcer of school attendance laws. It stresses that all community agencies, institutions, local businesses and residents benefit when students are in class. The community supports the program by excluding school-age students from businesses during school hours, employing students only after school hours (except those in work-study jobs), boarding up and locking abandoned buildings, organizing neighborhood watches, providing positive media coverage for the program and providing incentives to reward good attendance.

Attendance Improvement/Dropout Prevention Program
Bureau of Pupil Services
New York State Education Department
364 EBA
Albany, New York 12234
518/474-8790

Background and objectives
In March 1984 the New York State Legislature appropriated financial aid for programs to promote school attendance and reduce student dropouts. The legislature noted that fewer than 75 percent of students entering high school in New York state complete their secondary education. Funds were targeted for districts with the lowest attendance rates and with the largest student populations identified as having high potential for dropping out.

Program description
The Attendance Improvement/Dropout Prevention Program is a major statewide effort to address these problems. It was established by the state legislature through an amendment to the Education Law (Section 3602[25l]) and was funded by a $28 million state appropriation during its first year (1984-85). These funds were allocated to the 10 percent of the school districts with the poorest attendance ratios.

The legislation requires school districts to submit proposals describing how state aid would be spent to improve attendance and truancy conditions. The state Education Department developed *Guidelines for Applicants*, which includes application and budget

The legislature noted that fewer than 75 percent of students entering high school in New York state complete their secondary education. Funds were targeted for districts with the lowest attendance rates and with the largest student populations identified as having high potential for dropping out.

forms as well as recommending program activities and services. Suggested interventions include more counseling, increased school/home contacts, greater parental involvement and additional teacher contact time.

Interagency collaboration
The state initiated and funded this program. The Commissioner's Regulation (175.23), which implements the program, requires school districts to coordinate programs and services with public and private community agencies and organizations. Mental health agencies, social service agencies and other community-based groups have provided outreach and other support services to projects.

New Futures School
5400 Cutler, NE
Albuquerque, New Mexico 87110
505/883-5680

Background and objectives
The New Futures School, an alternative school of the Albuquerque Public School System, has offered programs since 1970 to help keep pregnant and parenting teens in school. Employment training, counseling, child care, health services, secondary education and GED preparation are offered. Support has come from the public school district, a Community Development Block Grant, the Jobs Training Partnership Act, a Social Services Block Grant and private foundations. During the 1987-88 school year, approximately 50 teen parents had partially subsidized employment out of the 450 youths served. The employment training program was not funded for 1985-86, but it was reinstated in 1986-87 with funding from Perkins Vocational Education and private foundations.

Program description
Satisfactory school progress and daily participation in a job training class is required for participation in the student employment program, which awards school credit for work experience. New Futures recruits community employers and offers vocational awareness programs, funded by a grant from the Levi Strauss Foundation.

Public service announcements tell potential students about the program. In addition to self-referrals, the medical community, health department, and educational and social agencies recommend the school to pregnant and parenting teens.

The program teaches job-related skills, promotes positive attitudes

toward work and increases awareness of job opportunities. It also teaches academic, health, parenting and life-management skills as well as promoting a positive self-image. The teacher in the program, Sharon Fox, was the 1987 National Home Economics Teacher of the Year.

Interagency collaboration
The New Futures School program benefits from many community services and agencies. It is co-sponsored by New Futures, Inc., a non-profit community-based organization, and the school district. Community agencies provide referrals, and local employers supply jobs. An advisory committee, with members from private industry, guides the school's vocational programs.

The University of New Mexico sponsors health clinics in family practice and prenatal care. The Health Department holds well-child clinics one day each month. A federally funded Women, Infants and Children program clinic is conducted weekly, and the city's bookmobile visits the school each week. A local Optimist Club annally provides support for a teacher to attend the New Futures summer school. A cadre of volunteers provides several special services at the school, with the coordinator's time supported by the Albuquerque Community Foundation and New Futures, Inc.

Attendance Awareness Campaign
Pocomoke High School
R.F.D. 2, Box 195
Pocomoke City, Maryland 21851-9538
301/957-1484

Background and objectives
Pocomoke High School experienced only moderate student absences but wanted to learn if a positive program could reduce non-attendance. The school had no special funding, so the program was developed around staff support, a minimal time commitment, inexpensive tangible rewards and positive, rather than punitive, school action. Since absences increased during the junior and senior years, the program targeted sophomores in an effort to establish positive attendance patterns. The project compared student attendance during the 1983-84 school year, which had no special program, with that of 1984-85 sophomores, the class involved in the attendance campaign.

As the fall term began, parents of sophomore students received a letter outlining the program, which was described to the 10th-graders at a school assembly. During the first and second grading periods, a series of positive statements emphasizing the importance

of perfect attendance was read in every sophomore's first-period class. A T-shirt was awarded to every student in the 10th-grade homeroom with the best attendance record during the project. This encouraged peer pressure promoting good attendance.

Students with perfect attendance were recognized in the local media and also received certificates and a personal congratulatory letter from the principal. Names of students with perfect monthly attendance were posted on a school bulletin board. In addition, the principal called the home of each 10th-grade student who had perfect attendance during the first half of each of the first two grading periods.

Comparisons showed attendance improved over the previous year. Sophomores were absent an average of seven school days during the first two grading periods in 1983-84, but this fell to 3.45 days for the 1984-85 sophomore class. While the average daily attendance rate of the sophomore class increased over the previous year, it fell for the other three grades. The ninth grade attendance rate went from 96.85 to 95.95 percent; the 11th grade from 96.4 to 94.1 percent; and the 12th grade from 95.75 to 93.45 percent.

Interagency collaboration

Although primarily a school effort, support from parents and the local media contributed to the program. A local business contributed T-shirts that were awarded to students in the homeroom with best total attendance.

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Appendix I

Assessment Survey-A
Review of District Attendance Policy and Practices

The California School Boards Association compiled the following list of questions designed to serve as a useful reference point for district policy review:

1. Are current attendance policies and procedures understood by the school staff, parents and students?
2. Are the policies and procedures effective in maintaining or improving attendance?
3. Are students given enough reasons for wanting to be in school?
4. Are parents quickly notified about their children's absences?
5. Do counselors actually "counsel"?
6. Are there educational alternatives for students who do not excel in the regular school program?
7. Do administrators, teachers and classified employees understand how important their roles are to regular student attendance?
8. Are community resources used to achieve maximum attendance?
9. Are the intervention strategies used to aid students with attendance problems effective?
10. Is absenteeism addressed early in a student's schooling to prevent a cycle of truancy, failure and frustration?
11. Are there sanctions for students and parents, and are they consistently and fairly applied? Have they been effective?

Adapted from How to Keep Students in School *(No. 3), California School Boards Association, Sacramento, California, 1981.*

Assessment Survey-B
Check List for Assessing an Attendance Improvement Program

The "Check List for Assessing an Attendance Improvement Program" may be used to assess the current attendance program and to serve as a guide in choosing the key elements of a comprehensive attendance program.

Yes	No	
_____	_____	Are there district and school *attendance policies and procedures* that emphasize the importance of regular school attendance and encourage the development of activities that promote regular attendance?

Yes	No	
_____	_____	Is *detailed information* available on student attendance? Does the information identify good and poor attendance patterns for individual students, and is it used as the basis for providing rewards, counseling or taking disciplinary action?
_____	_____	Are *early intervention strategies* used to help students with attendance problems? Do the strategies provide for follow-up contact at critical periods and include fair and appropriate consequences for truancy and tardiness?
_____	_____	Are *school-to-home contacts* made to communicate the importance of attendance, to notify parents as soon as their children are absent and to offer assistance in solving attendance problems?
_____	_____	Does the school use *incentives and rewards* to encourage students to improve their own attendance voluntarily?
_____	_____	Do *parent education and staff development activities* support school attendance improvement efforts?
_____	_____	Does the school offer *educational options* that provide students a wide variety of programs to accommodate differences in learning styles?
_____	_____	Is there a *curriculum* that offers adequate opportunities for students to be challenged in developing their basic skills in computing, language and interpersonal communication as well as the more advanced skills?
_____	_____	Are there *guidance and counseling programs* that provide advice and curricular support for personal, social, academic and career development?
_____	_____	Are *community relationships* established with law enforcement and service agencies and parents to encourage and support the school's efforts to improve attendance?

Adapted from School Attendance Improvement: A Blueprint for Action, *California State Department of Education, Sacramento, California, 1983.*

Appendix II

Chicago Network Program
Dropout Cause Perception Survey

The 1985 graduating seniors and the teaching staff of Clemente High School were asked to indicate their perception of the causes for students dropping out of school. The following survey form was used, and the severity was determined by adding numbers 4 and 5 and figuring the percentage in relation to those who answered the questions. The survey was returned by 284 of the 430 seniors, and 150 teachers also took part. Results of the survey appear on the next page.

Survey

Position _____ School _____

PROBLEM	YOUR PERCEPTION OF THE PROBLEM					
	Problem				Severe Problem	
School-based problems						
Poor achievement	0	1	2	3	4	5
Language handicaps	0	1	2	3	4	5
Non-relevant curricula	0	1	2	3	4	5
Racial bias	0	1	2	3	4	5
Improper class or program placement	0	1	2	3	4	5
Discipline procedures	0	1	2	3	4	5
Poor pupil-teacher relationships	0	1	2	3	4	5
Poor pupil-pupil relationships	0	1	2	3	4	5
Teacher expectancy	0	1	2	3	4	5
School climate	0	1	2	3	4	5
Gang-related	0	1	2	3	4	5
Student welfare problems						
Inadequate clothing, shoes and food	0	1	2	3	4	5
Health and physical problems (including drug/alcohol abuse)	0	1	2	3	4	5
Mental and emotional problems	0	1	2	3	4	5
Family problems and demands	0	1	2	3	4	5
Pregnancy	0	1	2	3	4	5

Community-based problems						
Pessimistic attitudes about the value of education	0	1	2	3	4	5
Negative peer pressure that discourages regular school attendance	0	1	2	3	4	5
Gang-related	0	1	2	3	4	5

Survey results

CLASSIFIED PROBLEM	GRADUATING SENIORS	TEACHING STAFF
School-based problems	Percentages	Percentages
Poor achievement*	31	79
Language handicaps	14	19
Non-relevant curricula	8	19
Racial bias	14	4
Improper class or program placement	30	24
Discipline procedures	32	24
Poor pupil-teacher relationships*	37	9
Poor pupil-pupil relationships*	36	17
Teacher expectancy	19	21
School climate	27	17
Gang-related*	78	63
Child and family welfare problems		
Inadequate clothing, shoes and food	16	13
Health and physical problems (including drug and alcohol abuse)*	43	34
Mental and emotional problems	37	29
Family problems and demands*	52	63
Pregnancy*	70	57
Community-based problems		
Pessimistic attitudes about the value of education*	41	74
Negative peer pressure that discourages regular school attendance*	45	67
Gang-related*	86	73

* Note the significant variation between the perception of teachers and students.

Source: Network of Youth Services Education Committee, Chicago, Illinois.

Appendix III

Attendance Policies-A
District Attendance Policy Development

1. *Participation*

   Schedule sufficient time for a group involving those affected by the policy (students, parents, teachers, administrators and any others) to take a look at what has been developed. There needs to be careful consideration of the pros and cons of as many aspects as possible.

2. *Principles*

   Try to receive consensus on the following:

   a. the minimum level of acceptable attendance;
   b. what constitutes excused absences (all others are by definition unexcused);
   c. the distinction between out-of-class experiences such as field trips, performances, etc., and absences;
   d. the place of tardies, if any, in the system;
   e. the procedures for make-up work;
   f. what rehabilitation and education steps are to be taken;
   g. what disciplinary steps are to be taken;
   h. what appeal opportunities need be provided; and
   i. how consistent these principles are with the school's student rights and responsibilities policy.

3. *Mechanical/operational*

   Delay mechanical and operational details until there is agreement on basic principles. This is difficult, but if mechanical details are introduced too soon, they tend to stall creative thinking on principles.

   a. In general, that policy which governs best governs least. Make the rules as clear and straightforward as possible but complete.
   b. Always consider the amount of paperwork at exchange-of-information points. Every exchange point (from teacher to attendance office, attendance office to parents, etc.) builds in accumulated error.
   c. Consider carefully the need to make information do double and triple duty (i.e., to inform parents, to provide counseling data, to assess the effectiveness of the system) and try to develop a record-keeping system that is fast, accurate and meaningful in all these areas.
   d. Consider first the classroom teachers. They must administer

the policy and their day is already crowded with duties. Anything you can do to lighten their load will produce dividends in accuracy and cooperation.

e. Be realistic in your estimate of costs. Good attendance operations are not cheap, whether done manually or electronically.
f. Bring your superintendent in on the project early and keep the superintendent updated on progress. There should be no surprises.
g. Provide for legal review.

4. *Presentation to the board of education*

When preliminary work is done, it becomes time to present the program to the board of education through the superintendent.

a. Remember, the best and most effective advocates are the community members, staff and students who have worked on the program and who are committed to it.
b. When the presentation is made to the board, stress first the firm, fair aspect of disciplinary procedures. Then spend the major share of the presentation on the rehabilitation and education functions of the program. Try to stress that although both aspects are essential, the ultimate goal is behavior change rather than punishment.
c. Be prepared to help the board see that no matter how good the policy is, there will be students and parents who will object and that solid rational support from the board is essential to make the system work.
d. Have the board take a definitive, strong position on the value of regular attendance (the rationale).

5. *Communication to staff*

a. Devote time in faculty meetings to the proposed policy prior to presenting it to the board.
b. When policy has been approved by the board, review it again with staff members. Review their role and responsibility in the enforcement of the policy.

6. *Communication to parents and students*

a. Once adopted, it is crucial to inform students, parents and staff of procedures. Be certain as many people as possible understand how, when, why and what happens.
b. Give the program time to work! By reacting too quickly to early problems and dropping or radically modifying the program, it is possible to lose what has been gained. It also will make it more difficult to develop programs in the future. At

the same time, be willing to tinker with the program a little to make it more efficient and acceptable.

c. The attendance policy should be reviewed annually with all students through student orientation programs at the beginning of the school year and should be placed in the student code of conduct. New students and parents should be informed of the attendance policy during the enrollment process.

7. *Evaluation*

The policy and its effect should be evaluated annually. Is it working? What has been its effect on the dropout rate? Is it cost-effective? What problems did we have with it? Should we modify it?

Source: Oakland Schools. READ: Resource Handbook for School Administrators, *Vol. X. Pontiac, Michigan, Oakland Schools, 1984.*

Attendance Policies-B
Model Statements of Policy and Rules

Statement of Policy

It shall be the policy of the _____ School District to encourage regular attendance on the part of its students. Students who are absent from school without reasonable excuse shall be subject to disciplinary measures, which may include but not be limited to, short-term and long-term suspension.

Statement of Rules

I. Philosophy

Students will be expected to attend classes regularly and to be on time in order to receive maximum benefit from the instructional program, to assist in keeping disruption of the educational environment to a minimum, and to develop habits of punctuality, self-discipline and responsibility. While it is possible for an absent student to make up much of the schoolwork missed, it is impossible to completely compensate for absence from classes.

Absences always cause some disruption in the educational progress of the student who was absent. In order to maintain interest and understanding in a program of instruction, students should not expect to be absent any more than is absolutely necessary. Students who fail to make up work missed may not understand what the teacher is currently presenting, and the student may also become discouraged with the double burden of keeping current and making up missed work. Irregular atten-

dance or tardiness by students not only retards their own studies, but also interferes with the progress of those pupils who are regular and prompt in attendance.

Students who have good attendance records are most likely to achieve higher grades, enjoy school life to a greater degree and have more employment opportunities after leaving school. Prospective employers expect promptness and regular attendance from employees and are reluctant to hire persons who have not established good habits of responsibility and self-discipline. Lifelong patterns of responsibility and the self-discipline of regular attendance and promptness are fostered by the attention given them during the years of school attendance.

There are times, however, when school officials may determine that the problems associated with absence from school are outweighed by the advantages of an activity in which the student participates and they may endorse or sponsor an activity or trip. Attendance at such approved trips and activities will not be considered an absence from school.

II. Attendance notification

A. Whenever a student is absent from school on more than ____ occasions in a school year or any multiple of ____ thereafter, a notice shall be sent by the principal within three school business days informing the student's parents of the dates of absence, the reasons given therefore and whether the absence was considered excused or unexcused.

B. Whenever a student is absent on more than ____ occasions, the above-mentioned notice shall include a brief summary of the district's philosophy on regular attendance and an invitation to the parents to visit the school to discuss the attendance of their child.

If the parents are reluctant to visit the school or if no contact is made by the parents, a school employee designated by the principal shall make a home visit in order to impress upon the parents the importance of regular school attendance.

III. Tardiness

A. Tardies may be excused upon the same reasonable grounds as those considered for absences. ____ unexcused tardies shall be considered one unexcused absence.

B. Students tardy to school will not be admitted to school without the written permission of the principal or the principal's designee.

C. Students tardy to class will not be admitted to class without

written permission to enter class from the office or from the school employee responsible for the tardiness.

IV. Absence

A. Absences from school will be considered excused for the following reasons:
   1. Personal illness;
   2. Death or serious illness in the immediate family or household;
   3. Medical or dental appointments that cannot be made other than during school time;
   4. Short-term suspension from school; or
   5. Other reasons that can be justified from an educational standpoint.

B. Absences from school for the following reasons will generally be treated as unexcused absences:
   1. Shopping trips;
   2. Vacations; or
   3. Work for parents or employer.

C. Reasons for absence from school that can be justified from an educational standpoint may be approved by the principal of the attendance center. Permission for such absences should be obtained in advance of the absence from school. Failure to obtain prior permission may result in the absence being considered unexcused. The principal should document the reasons for excusing or refusing to excuse such absences.

D. Schoolwork missed due to any absence must be completed to the satisfaction of each teacher whose class or classes were missed.
   1. When students can anticipate absences, every effort should be made to see that schoolwork is made up in advance of the absence. The principal may determine that the completion of schoolwork in advance be a prerequisite to allowing the absence to be excused.
   2. When an absence was not anticipated, all schoolwork must be made up within the number of school days that are double those of the absence (e.g., three days absence must be made up in six school days). Absences of more than five days must be made up as arranged with each teacher.
   3. Students who do not make up their work as required by this rule may be subject to disciplinary actions as described in paragraph V., C.
   4. Students shall receive full credit for schoolwork made up due to absences.

E. Students who anticipate an absence, especially when the absence must have the principal's prior approval, shall give timely notice to the school office in advance of the anticipated absence. When time permits, such notification shall be in writing and signed by the student and the parents or guardian of the student. Failure to notify the school in advance may result in the absence being considered as unexcused.

F. All students who were absent from school for any reason shall submit in written form the specific reasons for their absence, the specific days or times they were absent, verification by the doctor or dentist, if appropriate, and the signature of the student and a parent or guardian.

Parents and guardians should be encouraged to phone the school regarding a student's absence on the day of the absence.

Only when a student of majority age (18 years or older, or married) is not residing with the student's parents or guardian may the student present his or her own excuse for absence without parental verification. The principal should be notified in advance of any such circumstances.

G. In the event that the principal determines it is advisable to verify an excuse given for an absence, the principal may take appropriate steps to do so. When it is determined that an excuse is forged or misrepresents the facts, the principal may treat those instances of absence as unexcused.

H. No later than four weeks following the close of each school quarter, the principal in charge of each attendance center will report to the board of directors regarding average daily attendance for the previous quarter period. Such report will include an explanation of the data presented.

V. Unexcused absences

A. Students who are absent from school or class without reasonable excuse shall be subject to disciplinary measures. Reasonable excuses are those that are acceptable reasons as provided in Section III of these rules. All other absences from school shall be considered unexcused absences.

B. Each day or portion of a day of an unexcused absence from school or class shall be considered a separate violation of these rules.

C. Students who are found to be absent without reasonable excuse may be subjected to one or more of the following disciplinary measures:

1. Probation;

2. After-school detention;
3. Non-teaching day attendance;
4. In-school suspension;
5. Removal of school privileges;
6. Short-term suspension from school; or
7. Long-term suspension from school.

VI. Reduction of grades prohibited

Reduction of grades shall not be used as a disciplinary measure against a student because of absence from school.

VII. Review

A. Teacher's decision

Students and parents wishing to have a review of a teacher's decision regarding tardiness and make-up work rendered under this absence rule may do so by filing a written request for review with the principal within five school business days after the teacher's decision was rendered. The principal will determine a mutually agreeable time, place and date for the review and notify the student, parents and teacher accordingly. At the appointed time, the parties attending the review will meet to discuss the matter informally. Following the review, the principal shall affirm, reverse or modify the teacher's decision.

B. Principal's decision

Students, parents and teachers may obtain a review of the principal's decision under this absence rule by filing a written request for review within five school business days with the superintendent. The superintendent or designee will determine a mutually agreeable time, place and date for the review and notify the interested persons accordingly. At the conclusion of the review, the superintendent or the superintendent's designee shall affirm, reverse or modify the principal's decision.

VIII. Truancy officer

A. Appointment

The District board shall appoint one or more persons as truancy officers for the purpose of enforcing state laws regarding truancy.

Comment: Section 299.10 authorizes boards in all school districts to appoint a "truancy officer." Those districts with a population greater than 20,000 persons must appoint a "truancy officer." That section authorizes the appointment of a police officer or other suitable person.

B. The truancy officer shall be notified of all instances of unexcused absences, and when a student has accumulated ____ unexcused absences from school, the truancy officer shall contact the student's parents regarding their cooperation in the matter. The truancy officer shall report to the principal regarding the parents' cooperativeness.
C. When a student who is subject to the provisions of the state's compulsory attendance laws has accumulated ____ or more unexcused absences, and the parents remain uncooperative, or in the instance of ____ unexcused absences, the truancy officer, through the county attorney, shall begin appropriate legal action against the parents.
D. The truancy officer shall attempt to maintain good liaison with the county attorney's office and juvenile authorities.

Source: State of Iowa, Department of Public Instruction. Absences: A Model Policy and Rules. *Des Moines, Iowa: Department of Public Instruction, September 1978.*

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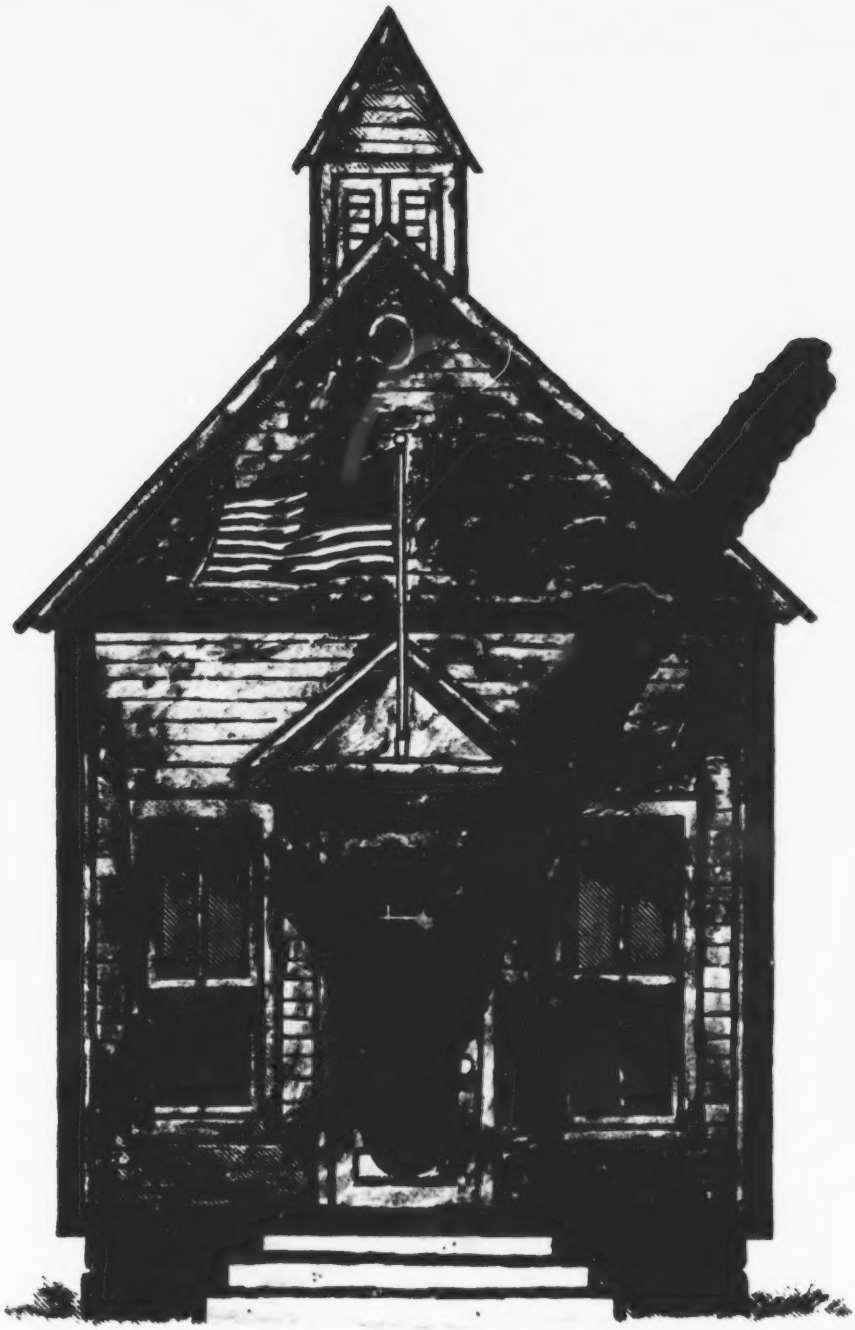

Chapter III

Personal safety

School crime and violence have been featured prominently in newspaper headlines and on nightly news broadcasts for more than a decade. As reports of school-related criminal activity multiply, community residents increasingly express concern. Why, they ask, are our schools becoming unsafe and fear-ridden? What, if anything, is done to control crime and violence? Why isn't *good, old-fashioned* discipline used to discourage misconduct?

Educators, on the other hand, have their own questions. Why does there seem to be inadequate discipline in the home? Why don't parents and other members of the community support school officials? Why aren't more resources channeled into the schools to assure a safe and secure environment?

Law enforcement officials have still different questions. Why is there confusion over what constitutes a criminal violation and what constitutes a school disciplinary problem? Why aren't the police called immediately when illegal activity occurs at school? Why are law enforcers sometimes considered an unwanted presence on school campuses?

Parents, community members, educators and law enforcers all influence our children's lives, and all have questions about discipline and school safety. This chapter addresses the need for communication and cooperation among these groups and describes positive, collaborative approaches from across the nation that have effectively reduced crimes in the school setting.

The issues

Historically, our nation's schools have distanced themselves from the criminal justice system. For generations, educators have used discretion and relied on their own resources when dealing with campus disturbances. This self-reliance often resulted in handling school problems without community assistance. To further complicate this situation, many educators are uncertain about the differences between disciplinary infractions and criminal acts — a critical distinction. Too often, school administrators have lumped all

According to the 19th Annual Gallup Poll of the Public's Attitudes Toward Public Schools, the public in 1987 ranked drug abuse first and lack of discipline second as the biggest problems for schools today.

infractions into a general category of *violation of school rules* without identifying serious offenses that require a law enforcement response.

This chapter addresses criminal violations and the related topics of youth gangs, child abuse and teen-age suicide, contemporary issues directly affecting student safety. When addressing these problems, it is important for schools to have written discipline codes that clearly differentiate between school misconduct and school crime. *School misconduct* is student behavior that is unacceptable to campus or district administrators but does not violate criminal statutes. Absenteeism, tardiness, disrespect, bullying, inappropriate language, smoking, cheating on exams or lying are examples of misconduct.

School crimes are those acts defined as illegal by federal and state statutes or local ordinances. Examples of criminal acts are arson, assault, vandalism, extortion, and possession or use of alcohol, drugs or weapons. School and community crimes usually are categorized either as "crimes against property" or "crimes against persons." (Table 3-A provides a *glossary of criminal terms* as a guideline for educators. Appendix I-A is a sample school discipline code that clearly distinguishes between misbehavior and criminal activity.)

Substance abuse and trafficking

For the second year in a row, the public has singled out drug abuse as the most important problem facing the nation's schools. According to the 19th Annual Gallup Poll of the Public's Attitudes Toward Public Schools, the public in 1987 ranked drug abuse first and lack of discipline second as the biggest problems for schools today.

In the latest annual national survey of drug abuse among high school seniors, more than half (57 percent) of America's teen-agers said they have used illicit drugs at least once before completing high school. The 1987 survey, sponsored by the National Institute on Drug Abuse and conducted by the University of Michigan Institute for Social Research, showed that four out of 10 seniors had used an illicit drug in the past year — and one-fourth had used something other than marijuana.

Half of the seniors surveyed reported some use of marijuana during their lifetime, still making it the most widely used drug. But only 36 percent of those surveyed in 1987 said they have used marijuana in the last year — the lowest level ever reported in the history of the survey — and 3.3 percent said they are daily users.

For the first time since the Michigan study began in 1978, a significant drop was measured in cocaine use. The number of high school seniors reporting cocaine use in the year prior to the survey

Table 3-A
Definitions of Criminal Terms

Note: These definitions are from California penal and education codes. For corresponding crime definitions in other states, consult the school district's legal staff, the district attorney or state attorney general.

Assault/attack/menace: *Assault* is defined as "an unlawful attempt, coupled with a present ability, to commit a violent injury on the person of another." *Attack* (battery) is the "willful and unlawful use of force or violence upon the person of another." *Menace* is an act performed in a threatening manner or done to show intention of harm.

Assault/attack with a deadly weapon: *Assaults* or *attacks with a deadly weapon* are defined as acts or attempted acts by one person on another with the intent to kill, maim or inflict severe bodily injury with the use of such items as: firearms; knives or other cutting instruments; clubs; bricks; bicycle chains; nunchakus; bottles; explosives; acids; fire; and bodily parts, such as hands, fists and feet. (Note: Crimes involving hands, fists and feet are included in this category if they result in serious injury requiring medical care by a health practitioner.)

Homicide: *Homicide* is the killing of a person by another person.

Sex offenses: *Sex offenses* include an act or attempted act initiated by a person against the chastity, common decency, morals and the like of another person and accompanied by threat, fear or danger. The offenses include misdemeanors (e.g., indecent exposure, obscene phone calls) and felonies (e.g., rape, sodomy, child molestation).

Robbery: *Robbery* is defined as "the taking of property in possession of another, from his person or immediate presence, against his will, accomplished by means of force or fear."

Extortion: *Extortion* is defined as "obtaining or attempting to obtain property from another person, with that person's consent, through the wrongful use of force or fear. Usually, extortion does not involve the element of immediate danger inherent in robbery.

Substance/chemical/alcohol abuse: *Substance/chemical/alcohol abuse* refers to the possession, use or sale of any chemical, alcoholic or intoxicating substance.

Possession of weapons: *Possession of weapons* includes the unauthorized presence or use of dangerous weapons, which include, but are not limited to, all kinds of guns, knives, bombs, explosives and firecrackers.

Property crimes: *Property crimes* include arson, burglary, theft and vandalism. *Arson* is the malicious burning of or attempt to burn property belonging to another, regardless of the value of the property. *Burglary* is any unlawful entry to commit a felony or theft, even if force is not used to gain entry. *Property crime* also includes attempted burglary. *Theft* (larceny) is the taking and carrying away of property belonging to another with intent to deprive the rightful owner of its use, regardless of the property's value. This classification also includes attempted theft. *Vandalism* (to school or private property) is the intentional defacing or destroying of school property or another person's property.

fell by one-fifth between 1986 and 1987, from 12.7 percent to 10.3 percent. A decrease of about one-third — from 6.2 percent in 1986 to 4.3 percent in 1987 — was found in the proportion of seniors who said they were "current users" of cocaine. However, preliminary data on "crack" suggest it is not following the overall decline in cocaine use. In 1987, 5.6 percent of seniors reported having tried crack, while 4 percent had used it in the past year.

Crack is cheap and highly addictive — factors that have made the drug's popularity soar in a short period of time. The crack trade has transformed some of the country's toughest street gangs into drug-trafficking organizations that now extend to every major city and to many remote areas of the country as well. Gang members equipped with electronic pagers and automatic weapons are earning small fortunes dealing crack out of motel rooms, houses, parks, street corners and school campuses. In an effort to curtail drug dealing near schools, a new federal "schoolyard law" was passed recently that imposes stiffer penalties for adults convicted of selling or distributing drugs within 1,000 feet of a school.

Teen-age alcohol abuse also is a serious national concern. Unlike drug use, alcohol use by teen-agers has not decreased recently. Nearly all (92 percent) high school seniors in the Michigan study said they have had experience with alcohol, and two-thirds have used alcohol in the past month. Perhaps the most disturbing finding was that 38 percent of seniors reported having five or more drinks in a row on at least one occasion in the past two weeks.

A 1986 survey of 5,000 Massachusetts high schools revealed that more than 90 percent of seniors had used alcohol or other drugs at least once, and 26 percent had used cocaine. The Georgia Task Force on Alcohol, Marijuana and Other Drugs questioned 450,000 students for a 1987 statewide study. The percentage of students reporting alcohol use ranged from 19 percent for sixth-graders to 61 percent for 12th-graders. Marijuana use ranged from 1 percent for sixth-graders to 20 percent for 12th-graders.

A survey of California secondary students during the 1987-88 school year revealed that drug use dropped significantly but alcohol abuse remained consistent since the 1986 survey. Commissioned by the state attorney general's office, the survey showed that by the 11th grade, about 4 out of 10 students had used illegal drugs and about 6 out of 10 students had been intoxicated on alcohol.

Nine percent of seventh-graders and 23 percent of ninth-graders reported having used illegal drugs, according to the California survey. Nearly one-third of 11th-graders reported using marijuana at least once in the last six months — a 10 percent decrease from the 1986 survey. Cocaine use also had declined. In 1986, 17.6 percent of California's 11th-graders reported having used cocaine in

the last six months, compared to 11.2 percent in the 1988 survey.

Drug and alcohol abuse by juveniles is always against the law, yet educators do not always agree about how to react to substance abuse on campus. Educators are obligated to respond to drug and alcohol offenses in a manner consistent with state penal codes.

Bullying and victimization

The school bully and the havoc he wreaks are accepted as undeniable facts of life for many educators. But recently, the school bully and his victims have captured the attention of psychologists and educators who are addressing the problem in growing numbers.

Fifteen percent of schoolchildren are estimated to be involved in bullying as a victim or as a bully; 10 percent are regularly attacked or harassed by bullies. These figures are based on surveys of more than 150,000 elementary and junior high students in Norway and Sweden conducted by Dr. Dan Olweus, professor of psychology at the University of Bergen in Norway and recently a fellow at the Center for Advanced Study in the Behavioral Sciences at Stanford University. Dr. Olweus believes these figures are consistent with American bullying patterns as well.

These young bullies are far more likely than other students to drop out of school, commit crimes as adults, and become abusive spouses and parents. Caring but firm intervention by adults is crucial to teach the bully how to handle aggression, and to teach the victim to be more assertive in fending off a bully's verbal or physical attacks.

Bullying also affects school attendance as well as the overall campus climate and safety. Victims understandably come to fear school itself because of the abuse they know awaits them. A 1984 study by the National Association of Secondary School Principals found that even in the best-administered schools, students surveyed reported their most serious concern was fear of other disruptive students such as bullies.

Dr. Olweus recommends that adults closely supervise recess and enforce "strict and straightforward" rules of behavior. He also advises teachers to mete out consistent, non-physical punishment to misbehaving children. Equally important, however, is for teachers to generously praise good behavior. If class rules are adhered to, Dr. Olweus says, bullying victims will enjoy the support of "neutral" and well-adjusted classmates. When a child is bullied, teachers should use their creativity to help him boost his self-esteem and earn the respect and friendship of his classmates. At the same time, parents are encouraged to teach their children to develop and maintain new friendships.

These young bullies are far more likely than other students to drop out of school, commit crimes as adults, and become abusive spouses and parents.

Basic to any anti-bullying program, says Dr. Olweus, is "a clear repudiation of repeated physical and mental maltreatment." Naturally, this repudiation should be directed against the action, not the bully. Such an emphasis ought to come from many different sources — school authorities, teachers, classmates and parents. School authorities and teachers should give admonitions, and then back it up by actively intervening in bullying situations, to show that physical and mental abuse will not be tolerated in the school. Classmates can actively intervene as well by protecting the victim. Parents of bullies should deal with the problem through serious discussions, not by using physical punishment.

Dr. Olweus has written that these interventions "require a certain amount of courage on the part of adults, especially since all suggestions of even a slightly controlling character have come to seem so unfashionable. However, to fail to stop these activities implies a tacit confirmation — an attitude that seems very inhumane."

Gangs

During the past 20 years, youth gangs have assumed alarming new characteristics. Gang members may be as young as age 10 or 11, and gang activites are more violent than ever before. Gangs also have spread into suburban areas and other neighborhoods not formerly associated with gang activity. They operate openly on school campuses, often using very young children as fronts for weapons and drug carriers.

Gangs generally share many characteristics, including:

- selling and using illegal drugs;
- committing crimes and using violence to solve disputes;
- advertising their control over certain "turf" with graffiti;
- dressing according to certain colors and styles of clothing;
- displaying intense loyalty to their home gang and leaders;
- using hand signals and street names; and
- recruiting young members. (Most active gang members are under 18, but gang members are known to be as young as 7 and as old as 55.)

The growth of gangs has a serious impact on the level of crime in society. According to the latest available FBI statistics, kids under the age of 15 (not all gang members) were responsible for 381 murders in 1985, as well as 2,645 rapes, 18,021 aggravated assaults and 13,899 robberies. And although nearly one-third of all juveniles are arrested once in their lives, only 7 percent are responsible for 70 percent of all crime committed by youths. These are serious habitual juvenile offenders. This trend has prompted many

schools and communities to develop early prevention programs, strategies and curricula aimed at grades 3, 4 and 5. Early prevention is the most effective way to stem gang activity.

Gangs also are very mobile and increasingly well-organized. Law enforcement officers are now dealing with gangs from major cities that are moving into new areas or states and are assuming control over existing gangs and drug trafficking. Some gangs, realizing that special clothing marked them as gang members, have shunned distinct dress and hair styles to elude law enforcement.

Los Angeles, considered the "gang capital" of the nation, has an estimated 70,000 gang members in more than 600 separate gangs. Although Los Angeles' gang problem is severe, other smaller cities are not immune from the gang threat. In Milwaukee, Wisconsin, for example, about 6,000 gang members, many of them from Chicago, are causing a wave of violence and heartache in the city disproportionate to their overall number.

In Milwaukee, Wisconsin, for example, about 6,000 gang members, many of them from Chicago, are causing a wave of violence and heartache in the city disproportionate to their overall number.

Educators also report gang problems in schools and an increase in gang-related violence and vandalism. Because youth gangs constitute a problem shared by both the community and school, the best prevention and response programs are collaborative efforts by educators, law enforcers and community members.

Campus assaults and weapons

One aspect of school crime that has captured substantial attention recently is assaults on students and school employees. Unfortunately, assault is perhaps the least understood crime occurring on American campuses. Because the legal definition of assault often is ambiguous, educators may be uncertain whether a disruption is a fight or an assault. It is also confusing to determine at what point a fight escalates into an assault or battery.

Reducing School Crime and Student Misbehavior, a publication of the National Institute of Justice, a division of the U.S. Department of Justice, differentiates between fights, which are disciplinary infractions, and assaults and batteries, which constitute criminal violations. The Institute states that while there is no legal definition for a fight, in school situations the term means the *mutual* participation in an altercation. *Battery* is defined as an *unlawful beating* in which an offender inflicts bodily harm on a victim. An assault can include jostling, tearing clothes, seizing or striking another. Basically, fights involve mutually combative participants, while a battery has at least one aggressor and one victim.

Everybody in school is a potential victim. Statistics indicate students more frequently are victims of violent school crimes than are teachers, but incidents involving teachers usually are more

severe. Robbery of a student often means extortion of lunch money or bus passes by fellow students, whereas robbery of a teacher is more often perpetrated by youthful intruders and accompanied by gratuitous violence. Younger, less experienced teachers are more likely to be attacked or robbed than older colleagues.

Statistics indicate male students are more than twice as likely to be victims of both robbery and assault as female students, and junior high school students are twice as likely to be robbed or assaulted as senior high students. Research also indicates that minority students are more likely to be attacked or robbed at school than white students. It is also reported that the overwhelming majority of perpetrators of violent school crimes are recognized by their victims, indicating most of the offenders are fellow students, not intruders. (Table 3-B suggests appropriate action for teachers and administrators encountering campus fights or assaults.)

The presence of weapons on campus increases the danger of school assaults. As early as 1958 the United States Senate subcommittee investigating juvenile delinquency learned about the smuggling of guns, knives and other forbidden articles into schools. Although congressional officials expressed surprise, most educators know there is nothing new in students carrying weapons on school campuses. What is new, however, is increasing student and faculty fear and the realization that those weapons will be used.

Guns and knives have traditionally appeared on school grounds. During the 1960s and 1970s, the list expanded to include razors and razor blades, clubs, metal knuckles, certain hair grooming implements and nunchakus. Because some of these items have a legitimate use, school districts sometimes are reluctant to ban them. The 1980s have seen the proliferation of semiautomatic machine gun-like weapons and foreign-made assault rifles, which easily can be converted into fully automatic weapons. More sophisticated bombs and other explosive devices also have appeared on our nation's campuses.

Most schools already have policies specifically identifying banned weapons and the consequences for having them on campus. The Chicago Public Schools' discipline policy defines various weapons and states that use of, possession of, and/or concealing a weapon may result in suspension, expulsion and arrest. In every case, the police are notified. California state law also defines weapons and recommends expulsion in every case involving possession of a handgun. In cases involving handguns, the local police department is always notified by the school district's police department. The rules for Seattle Public Schools define weapons and state that weapon use or possession is a criminal offense requiring district disciplinary action and/or criminal charges. While

Table 3-B
Intervention in School Fights and Assaults

More teachers and administrators are injured while breaking up fights and assaults than during any other type of activity. This occurs because the person breaking up the altercation makes several critical mistakes.

First, the adult runs up to the fight and immediately jumps into the middle of the fracas and starts pulling the combatants apart. This action offers the kids a free shot at the adult. After all, in the heat of the fight, how could they possibly know that it was a teacher pulling them apart? They thought it was some other student!

The second critical mistake adults make is that they do not take the time to analyze the fight. By jumping right into the middle of the dispute, the adult does not know if one or both of the fighters has a weapon; if the altercation is a staged event — staged for the benefit of the teacher or administrator; if the fight is in the winding-down stage, meaning both kids are pooped; or who the aggressor is. You want to know who has or is getting the better blows in because that is the person you must watch.

The recommended procedure for breaking up altercations involves the following steps:

- Promptly *walk*, don't run to the fight so you may visually analyze the situation and mentally form a strategy as you approach.
- The moment you come in sight of the altercation, use your best cafeteria voice and let the world know you are coming and you want this nonsense stopped immediately.
- If possible, while *walking* to the fight, stop at various classrooms and obtain help from other teachers; make sure someone is sent to the office for additional help.
- Call out to any of the students you recognize and start giving orders: Mary, go to Mr. Frank's room; Sam, you go to the office and get Mr. Jones; Calvin, go to your locker and get me your science book. It does not matter what you tell the kids to do. Just remember, kids are accustomed to responding to directions, so give them directions. You want them away from the commotion.
- If you know the fighters by name, call out each of their names and let them know you know who they are. This may be the time for a little humor. If you can get some of the kids laughing, it will ease the tension.
- If you are confronted with a real donnybrook of a fight, get additional help. Don't try to be a hero.

Source: Peter D. Blauvelt. Effective Strategies for School Security. *Reston, Virginia: National Association of Secondary School Principals, 1981.*

all three districts define weapon possession as a criminal offense, only Chicago requires that police *always* be notified for possession of any weapon.

As with most of the other school crimes discussed, a wide range of definitions and response strategies exist regarding weapon possession and use in America's schools. (Appendix I-B summarizes the policy adopted by the City of New York's Board of Education.

It defines weapon possession, identifies weapons and outlines required steps for automatic suspension and police intervention in a weapon-related incident.)

Child abuse

Child abuse is a crime defined as "any act of omission or commission that endangers or impairs a child's physical or emotional health and development. This includes physical abuse, emotional abuse, physical neglect and sexual assault or exploitation." In the late 1970s and early 1980s, the previously underreported problem of child abuse "came out of the closet." Today, child-serving professionals are beginning to address the needs of abused children.

Schools have a significant responsibility in combating child abuse. Most school personnel are aware that reporting suspected incidents is not discretionary — it is mandated by law in all 50 states and the District of Columbia. Some state statutes do not carefully define *school personnel*, but regardless of the specific statutory language, at least two steps are always required:

- Staff must identify incidents of suspected child abuse.
- They must report suspected incidents to the proper authorities as designated by state statute within specific time frames.

School personnel are *not* required to substantiate or investigate reports of suspected child abuse in most states. Early reporting of *any* suspicions enables trained professionals to investigate. Breaking the cycle of child abuse will not only protect our children, but it will also reduce crime now and in the future. Abuse victims all too often grow up to be criminals or abusers themselves. Studies indicate that 85 percent of convicted violent criminals were abused children.

(A national directory listing support services and resources for missing and exploited children is available from the National Center for Missing and Exploited Children, 1835 K Street, N.W., Suite 600, Washington, D.C. 20006.)

Adolescent suicide

Every 90 minutes, a young person between the ages of 15 and 24 kills himself. This adds up to more than 5,000 deaths a year — more than 75,000 since 1970. In contrast to a stable suicide rate for the rest of the population, suicide rates among the nation's youth more than doubled between 1960 and 1980 and have leveled off since then.

While the suicide rate among 15- to 24-year-olds was 5.2 deaths per every 100,000 individuals in this age group in 1960, it had jumped to 12.9 per 100,000 by 1985. According to the American

Association of Suicidology, 5,123 young people between the ages of 15 and 24 committed suicide in 1985. Nationally, suicide is officially the third leading cause of death among 15- to 24-year-olds (after accidents and homicide), and it is the second leading cause of death for the 15- to 19-year-old age group.

Some communities have experienced suicide *epidemics* in recent years. In March 1987, four teen-agers killed themselves in Bergenfield, New Jersey, which sparked a series of "copycat" suicides across the nation during the following weeks, including the deaths of at least six youths in Illinois. In Plano, Texas, 11 young people killed themselves during the 1983-84 school year. Another 11 teenagers in Fairfax County, Virginia, committed suicide during the 1980-81 school year.

For every young person who completes suicide, another 100 try and fail, some becoming paralyzed or disabled for life. Attempts severe enough to require medical attention are estimated to number approximately 500,000 yearly.

While girls attempt suicide 10 times more often, boys complete suicide five times more often than girls. Whites complete suicide approximately twice as often as blacks. Most at risk is the young, white male. Clearly, youth suicide has become a major health problem in the United States.

No absolute answers have been found for why adolescents attempt and complete suicide in such comparatively large numbers. Mental health professionals have been searching for years for an answer. There is general agreement, however, that adolescents who take their own lives feel hopeless about their situation and believe it will never change. Suicide seems to be a response to an intolerable situation.

Public awareness and concern has grown as the number of children and young adults who are lost to suicide each year increases. Communities are beginning to mobilize. Individuals and groups from various professions are addressing the problem.

School systems, already charged with enormous responsibility for the welfare of youth, now are being challenged to assist with suicide prevention and response programs. School systems are targeted as a key resource because of their influence on the attitudes and behavior of today's youth. Working with community resources, schools can develop effective programs for suicide prevention and its aftermath. Experts in this field have cautioned, however, that suicide programs must be carefully planned and administered with sensitivity. There is concern that some programs will focus student attention on suicide and create a youthful obsession with death. (Table 3-C provides a list of organizations and programs that offer additional information.)

Most at risk is the young, white male. Clearly, youth suicide has become a major health problem in the United States.

Table 3-C
Information Sources on Suicide Prevention

Youth Suicide National Center
1811 Trousdale Drive
Burlingame, California 94010
415/692-6680

American Association of Suicidology
2459 South Ash Street
Denver, Colorado 80222
303/692-0985

Suicide Prevention Center, Inc.
P.O. Box 1393
Dayton, Ohio 45401-1393
513/223-9096

Suicide Information and Education Center
Suite 201
1615 10th Avenue, SW
Calgary, Alberta
T3C 0J7
403/245-3900

Peer Facilitator Quarterly
Educational Media Corporation
Box 21311
Minneapolis, Minnesota 55421
612/636-5098

Assessing the problems

When evaluating school crime and violence, educators and law enforcement personnel need a common understanding of what constitutes a criminal act. A mutual definition enables the school community to record all crime and determine existing patterns — when, where and how often it is occurring. When the extent of campus crime is known, school administrators and law enforcement personnel can implement prevention and response strategies. Keeping accurate records is essential to evaluate the success of crime reduction efforts and increase the accountability of the school system to the public.

A survey conducted in 1984 by the National School Boards Association revealed that only 39 percent of the responding districts had a formal, uniform crime and violence reporting procedure, 34 percent used an oral reporting system and 14 percent had no procedure.

Even in districts with uniform systems, crime reporting is frequently inconsistent. Incomplete reporting can result when school site personnel and students are unfamiliar with reporting procedures or are reluctant or afraid to become involved. Students often will not report a crime if they believe school officials are unable or unwilling to help prevent future incidents. Some personnel justify underreporting by falsely theorizing that it promotes the image of a school demonstrating good management and few problems.

To overcome the problem of underreporting, school districts must be committed to designing and implementing a standardized, districtwide crime reporting system. Such a system is more effective if staff input in the design is encouraged and if policy rationale and procedures are carefully explained to school administrators

and staff. Good reporting models can be developed following the local law enforcement Uniform Crime Reporting (UCR) requirements that go to the FBI.

Ideally, a crime incident reporting system should be adopted at the state, rather than the district, level. It is important for this data to regularly be reviewed and interpreted to help determine trends and prevention strategies. New Jersey's Legislature mandated crime data collection in 1982 with legislation that states:

> *The Commissioner of Education shall each year submit a report to the Education Committees of the State and General Assembly detailing the extent of violence and vandalism in the public schools and making recommendations to alleviate the problem. (New Jersey Laws of 1982, Chapter 163, Section 18A:17-48.)*

California passed similar legislation in response to a mandate by its citizens, who passed the *Victims' Bill of Rights* initiative in 1982. (This law is described in Chapter IV.)

When no statewide system exists, schools preparing to adopt a record keeping system should consider several issues in the assessment of criminal behavior and the use of the data gathered:

- What potential criminal and violent activities does the school want to assess? Should it examine all potential activities, or should it include only the most serious or common incidents?
- Should teacher and student survey data supplement information gathered from crime incident report forms? Survey information can help administrators determine student and teacher attitudes and involvement in crime. (Appendix II of this chapter includes three surveys. Surveys A and B are comprehensive forms for use by teachers and students. Survey C typifies forms that examine a specific crime issue; in this case, it is youth gangs.)
- What things should the incident report form measure? Those developing the system need to determine if the report form will record only school rule infractions (disciplinary actions), only criminal offenses, or both. If an accurate picture of school crime is desired, both disciplinary and criminal actions should be tabulated. A *crime specific incident report form* requires more detailed data about where, when, how and why a crime occurs. (Table 3-D is an example of a specific report form.)
- Should incidents be filed according to the student's name (offender-based system) or according to the type of incident (offense-based system)? Most school districts maintain offender-based systems that record infractions in the student's file. By adding an offense-based system, school officials also can retrieve information about specific offenses, locations and times. This assists them in locating trouble spots and developing strategies to

Table 3-D

BOARD OF EDUCATION OF THE CITY OF NEW YORK
OFFICE OF SCHOOL SAFETY
600 East Sixth Street, New York, New York 10009

INCIDENT REPORT

FOR OFFICE USE ONLY
School Number _____
Incident Number _____
Date of Receipt _____

School Name or Number _____ School Phone _____ District No. _____ Boro _____

INCIDENT

DATE OF INCIDENT _____ TIME OF INCIDENT _____ a.m. p.m.

DESCRIPTION _____

☐ Complaint by Victim ☐ Other/Specify _____

No. Victims _____ No. Unknown Perpetrators _____

No. Known Perpetrators _____ No. Unknown Perp. (Firearms) _____

LOCATION OF INCIDENT

☐A Cafeteria
☐B Auditorium
☐C Gym
☐D Locker Room
☐E Classroom
☐F Hall
☐G Staircase
☐H Courtyard
☐I Bathroom
☐J Admin. Office
☐K Other/specify

TYPE OF INCIDENT

☐A Assault
☐B Harassment
☐C Larceny
☐D Disord. Cond.
☐E Robbery
☐F Sex Offense
☐G Weapons Poss.
☐H Gang Fight
☐I Controlled Subst.
☐J Bomb Threat
☐K Demonstration
☐L Suspicious Fire
☐M Menacing
☐N Homicide
☐O Criminal Misch. (Vandalism)
☐P Kidnap
☐Q Trespass
☐R Reckless Endangerment
☐S Other/specify

☐ Racial Confrontation ☐ Five Percenter Activity

WEAPONS

Possession ____ Found ____ If Handgun Make _____ Caliber ____ Serial No. _____

__A Handgun __B Billy Club __C Rifle __D Sand Bag __E Sling Shot __F Ammunition __G Air Gun __H Explosives __I Chemicals __J Imitation Pistol __K Dangerous Knife __L Dangerous Instruments __M Other

Weapon Confiscated By
__Principal __Police

ROBBERY

☐ Robbery ☐ Larceny ☐ Vandalism

Transportation Cards (No.) _____

Amount ($) _____

CONTROLLED SUBSTANCE

☐Use ☐Sale ☐Found

Confiscated by
☐ Principal ☐ Police

VICTIM

Last Name _____ First Name _____

Address _____

Boro _____ Zip Code _____ Apt _____

☐ Male ☐ Female Date of Birth _____ Age _____ Phone _____

Notification (Parent/Guardian) _____

STATUS
☐ Student
☐ Special Ed. Student
☐ Staff
☐ Teacher
☐ Guard
☐ Other

RACE
☐ White
☐ Black
☐ Hispanic
☐ Oriental
☐ Other

EXTENT OF INJURIES
☐ None
☐ Refused Med. Treat.
☐ Treated at Scene
☐ Hosp. Treat _____
☐ Hospitalized _____
☐ Personal Physician

WITNESS

Last Name _____ First Name _____

Address _____

Boro _____ Zip Code _____ Apt. _____ Phone _____

NOTE:
Statements of witness should be prepared on plain paper and attached.

PERPETRATOR

Last Name _____ First Name _____

Address _____

Boro _____ Zip Code _____ Apt _____

Date of Birth _____ Age _____ ☐ Male ☐ Female Phone _____

STATUS
☐ Student
☐ Special Ed. Student
☐ Staff
☐ Guard
☐ Teacher
☐ Student Intruder
☐ Intruder
☐ Other

RACE
☐ White
☐ Black
☐ Hispanic
☐ Oriental
☐ Other

No. Weapons in Possession _____

Notification (Parent/Guardian) _____

DISPOSITION

ARREST
☐ By Police ☐ By Guard
P.O. Shield _____ Guard Shield _____
Complaint No. _____ Arrest No. _____
Charge: ☐ Misdem. ☐ Felony

OTHER
☐ YD-1 ☐ Summons

SCHOOL
☐ Principal Suspension
☐ Superintendent Suspension
☐ Parental Conference
☐ Other/specify

THIS REPORT PREPARED BY:

Name _____ Date _____ Title _____ Principal _____

FORM OSS-731b (REV. 8/81)
25-3100.00.3 (1200 PKG./50) 6/86

COPY TO OFFICE OF SCHOOL SAFETY

prevent or deter future criminal acts.

- What incident report form design will maximize accuracy and minimize completion time? Those implementing the program must decide if reports will be completed manually or designed for computer input and analysis. The district's computer resources obviously constitute an important factor in this decision. Some districts already have operating crime reporting and analysis programs and are a good resource for those developing systems. (Information on a computerized crime reporting and analysis program is available from Boston Public Schools, Department of Safety Services, 205 Townsend Street, Dorchester, Massachusetts 02121.)
- Who will complete the forms and how often are they to be submitted to the school and district administration? Any school staff member or student who witnesses an incident should report it to designated school staff. Usually teachers or administrators are assigned to fill out the incident report forms, which are submitted to the school office by the end of the school day. Schools should submit their data to the central district office at least every two weeks.
- Is the information to be used exclusively for the school district, or is it to be available to local law enforcers, the community and the media? Those designing and approving the system determine who will have access to the data. Ultimately, the superintendent and school board determine if it is to be a tool to measure campus problems or part of a public relations effort to alert the community to a growing problem and develop support for crime prevention and intervention.

It is extremely beneficial for local law enforcement officials to be involved when school districts design and implement incident reporting systems. This contributes to a cooperative working relationship between the two agencies responsible for handling a criminal incident on campus. It is recommended that a written agreement, jointly approved by both agencies, be developed to stipulate when law enforcers will assist with campus disruptions, how they will receive school-initiated reports, and what report information will be available to them, as well as to ensure appropriate follow-through in situations that require a student to be placed in police custody.

A regular communication system between education and law enforcement will help both agencies know what happens to the perpetrators and victims of school crime. When their information-sharing systems are compatible, these agencies can be more effective in controlling crime by school-age offenders.

Students must know that school policies are coordinated with local law enforcers and that substance use and possession are illegal activities requiring law enforcement intervention.

Strategies

Understanding and assessing school crime and violence are the initial steps in addressing these problems. The next step is action. Collaborative efforts by school personnel, parents and community members are the most successful means of reducing youthful crime, which neither begins nor stops at the school door. Model strategies that are already working successfully in America's schools and communities can offer direction to those developing local programs to combat substance abuse, youth gangs, assaults and weapons, child abuse and adolescent suicide.

Substance abuse and trafficking

The most popular and widespread strategies for decreasing substance abuse among American students are preventive. Such programs began in the 1960s when juvenile drug and alcohol abuse was first highly publicized. Response strategies also are needed to assist those already involved with drugs and alcohol. Prevention strategies include:

- Clear, firm and well-publicized school policies prohibiting the use, possession and sale of illegal substances help reduce student drug and alcohol use. Effective policies are specific and consistently enforced. Students must know that school policies are coordinated with law enforcers and that substance use and possession are illegal activities requiring police intervention.
- Drug and alcohol abuse information and education projects help prevent substance abuse. School district curriculum policy should require students to take a course that includes drug education and behavioral guidance. Counselors, law enforcers, community leaders and teachers with expertise in drug abuse can speak to classes. Curricula to increase self-esteem, social skills and the ability to "say no" should be included in classes or counseling sessions.
- A number of sports and entertainment figures are involved in anti-drug campaigns and can serve as positive role models for students. Several organizations can provide speakers.
- Consistent and positive school public relations messages to students and the community are effective deterrents. Educators can recruit the media and local businesses to promote messages advocating a healthy lifestyle and discouraging substance abuse.
- Using parents and other community members as additional chaperons for school-sponsored activities on and off campus discourages drug and alcohol use at these events.
- School administrators and interested community members can support the formation of a local campus chapter of SADD (Students Against Driving Drunk). This organization involves

students in the fight against drunk driving. (The national organization, which provides assistance to local chapters, is SADD, 277 Maine, P.O. Box 800, Marlboro, Massachusetts 01752. 617/481-3568.) Most peer/student support programs are well-received. Faculty and parents can promote "Contract for Life" agreements that are distributed by SADD to teen-agers and their parents. (Table 3-E is a sample contract.)

- Coaches can be influential in discouraging drug and alcohol use by athletes. (Information on specific coach-initiated programs is available from the Drug Enforcement Administration. Publications about the National High School Athletic Coaches Association Initiative can be obtained by writing to the Drug Enforcement Administration, Demand Reduction Section, 1405 I Street NW, Washington, D.C. 20537.)
- Area law enforcers and legal practitioners can participate in law-related education in the classroom. Presentations can address various topics, including drug and alcohol abuse, decision making, peer pressure resistance, positive lifestyles, and alternatives to drugs and alcohol.

Table 3-E
Sample Students Against Drunk Driving (SADD) Agreements

For teen-agers:
"I agree to call you for advice and/or transportation at any hour, from any place, if I am ever in a situation where I have had too much to drink or a friend or date who is driving me has had too much to drink."

_____
(Signature)

_____
(Date)

For parents:
"I agree to come and get you at any hour, any place, no questions asked, and no argument at that time, or I will pay for a taxi to bring you home safely. I would expect that we will discuss this issue at a later time. I also agree to seek safe, sober transportation home if I am ever in a situation where I have had too much to drink or a friend who is driving me has had too much to drink."

_____
(Signature)

_____
(Date)

- Community education campaigns can be organized jointly by the school, PTA and other youth-serving groups to familiarize the community with the local problem and to identify cooperative ways to combat it.
- Communities can seek legislation at the local level in conformity with the federal "schoolyard law" to increase penalties for selling drugs within 1,000 feet of a school.
- School newsletters to parents and community residents can describe the signs and symptoms of drug and alcohol abuse and solicit cooperation to face the issue.
- Schools can sponsor activities which vary from the traditional parties and proms that frequently are associated with alcohol and drug use. (Suggestions for organizing alternative events are available from *Project Graduation*, c/o Alcohol and Drug Education, State House Station 57, Augusta, Maine 04333. 207/289-3876.)

When schools are experiencing a large number of problems related to substance abuse, more aggressive efforts may be required. Successful response strategies include:

- Family-oriented programs, conducted by educators and staff members from community agencies, may be designed to work with substance abusing students and their families to improve family relationships and constructively involve parents.
- Parent support groups, conducted by educators and staff from community agencies, may assist parents of substance abusing students. Support programs help parents so they do not feel ostracized or powerless to influence their children. Groups include Toughlove, Families Anonymous and Alcoholics Anonymous.
- School personnel should have ongoing contact with alternative programs that treat substance abusing youths in order to maintain reliable referral sources.
- School administrators may ask law enforcers to bring drug sniffing dogs on campus if there is reason to believe drugs are hidden there. Be sure to check local court decisions first.
- Undercover police officers posing as students may be very discreetly enrolled in schools so they can arrange to buy drugs from students and make arrests when adequate proof is available.
- School boards can implement policies to help school administrators maintain drug-free campuses. Some districts allow site administrators to require breath or urine tests for students in class or those attending school-sponsored extracurricular activities.
- Administrators and school police/security staff can be equipped with walkie-talkies to enable them to call for immediate assistance when they encounter drug- or alcohol-related incidents during campus patrols.

- When students are referred to community substance abuse treatment centers, the school administrator and arresting officer should monitor the student's progress.
- Re-entry programs can facilitate a smooth transition back into school for youths suspended or expelled and arrested for drug or alcohol infractions. Re-entry programs encourage students to return and remain in school. The progress of each returning student should be monitored by a school staff member working cooperatively with the probation officer.
- Some schools offer academic credit for therapy and instruction that helps free students from drug and alcohol dependency. Academic units for psychology or social science are awarded to students under residential or outpatient therapy.
- It is essential that school administrators understand and conduct *reasonable* searches when illegal substances are suspected. If the conditions of an incident meet search regulations, administrators may conduct searches as an official duty. (Appendix I-C suggests general procedures and specific search techniques.)

Bullying and victimization

Authorities on schoolyard bullying and victimization gathered from around the world at Harvard University in May 1987 to develop a national prevention program for this pervasive problem. The "Schoolyard Bully Practicum," sponsored by the National School Safety Center, was the first-ever meeting of its kind. Practicum participants agreed that five key issues must be acknowledged by the public and school administrators in trying to solve the bullying-victimization phenomenon. They are:

- School bullying is a significant and pervasive problem.
- Fear and suffering are becoming a way of life for victims of bullying.
- Young bullies are more likely to become criminals as adults and to suffer from family and professional problems.
- The prevailing attitude that kids fighting each other are just experiencing normal youthful aggressive behavior must be discarded.
- The United States should follow the lead of Scandinavia and Japan, whose governments have addressed bullying problems with national intervention and prevention programs.

Until recently, school administrators generally have not taken action to stop bullying on campus. Many teachers and other school personnel have been unaware of the problem, or if they were aware they often felt unable to prevent it. But allowing bullying to continue presents serious consequences for schools. School dis-

Until recently, school administrators generally have not taken action to stop bullying on campus. Many teachers and other school personnel have been unaware of the problem, or if they were aware they often felt unable to prevent it.

tricts may be vulnerable to lawsuits brought by bullying victims. For example, a 10-year-old boy is suing five alleged bullies and the San Francisco School District for $351,000 for failing to enforce his right to attend a safe, secure and peaceful school. The victim claims that the bullies punched and intimidated him daily during the school's fall 1985 term.

Bullying has several other adverse effects for schools as well. It affects school attendance as well as the overall campus climate and safety. Bullying victims also are far more likely than other students to bring a weapon to school to protect themselves. Beyond the obvious reading, 'riting and 'rithmetic, today's schools must adopt an additional set of 3 "R's." These are:

- *Rules.* Parents and educators must demonstrate that they are in charge and won't tolerate any student hurting another student either physically or psychologically.
- *Rights.* Every student has the right not to be hurt and the right to learn in a safe environment.
- *Responsibilities.* Educators must be responsible for better supervision and more observant monitoring of the schoolyard. By eliminating fear from the lives of students, the ability to teach is enhanced. Also, students must be responsible for respecting the rights of their classmates and themselves.

In addition, school personnel should take the following steps to help control and eliminate the problem of schoolyard bullying:

- Assess the scope of the problem through a questionnaire directed to teachers and students.
- Communicate clear and consistently enforced behavior standards. Rules against bullying should be part of a larger set of rules regarding school discipline.
- Closely monitor playground activity and be visible around the school. Victims routinely avoid certain areas of the school, such as bathrooms, where bullies are more likely to have freer access to them.
- Provide students with opportunities to talk about the bullying phenomenon, and enlist their support in defining bullying as unacceptable. It should be established that every student has a basic right to be free of fear, oppression and intentional humiliation.
- Never overlook intentionally abusive acts. Bullies need to be confronted, but it should be done in private. By challenging a bully in front of his peers, it may actually enhance his status and lead to further aggression. And showing favoritism toward a victim may simply result in more bullying after the student is outside the protection of the teacher.

- Notify the parents of both victims and bullies about the problem. Schools should help the parents of victims develop strategies for their child to make new acquaintances and promote healthy relationships. The parents of bullies should be urged to monitor their child's activities, to reinforce prosocial behaviors and to consistently use non-physical punishments for antisocial behaviors.
- Establish intervention programs, which might include suspension from school, group or individual counseling and the teaching of social skills.

Keep a written record of the times, dates, names and circumstances of any and all bullying incidents. This will enable you to show school officials that a pattern may be developing.

Bullying is not restricted to the campus or classroom. Parents must get involved. Schools and parents need to work together in combating the bullying problem. Knowing help and reinforcement are available at school and at home is critical to a victim and may cause bullies to alter their ways. Following are some suggestions to help parents detect and deal with bullying:

- *Watch for symptoms.* Victims may be withdrawn, experience a drop in grades, have a loss of appetite, be hesitant to go to school or come home with torn clothes and unexplained bruises. Be suspicious if your child needs extra school supplies or often needs extra lunch money — a bully may be extorting money or supplies. Similarly, if a child takes toys or other possessions to school and regularly "loses" them, they may have been taken by a bully rather than "lost."
- *Talk, but listen too.* Communicate openly, but don't pry. Encourage your child to share information about school, social events, and the walk or ride to and from school. Listening to their conversations with other children could be your first clue to learning whether your child is a victim — or a bully.
- *Inform school officials immediately.* Keep a written record of the times, dates, names and circumstances of any and all bullying incidents. This will enable you to show school officials that a pattern may be developing.
- *Don't bully your child yourself.* Take a look at your family's discipline measures. Try to teach your child to obey rules by using consistently enforced but non-physical forms of discipline. In many cases, childhood bullies are themselves abused at home by one or both parents. Living with parents who may abuse them teaches children that aggression and violence are effective and appropriate means to attain a goal.
- *Teach your child to be assertive, but* not *aggressive.* Don't simply tell your child to "fight back" or "just ignore them and they'll go away." The inclination often is to hit back when threatened, but that may actually cause more harm. Teach children to

Gang association is most likely to occur in neighborhoods with active gangs, and membership should be suspected if the young person associates with gang members, wears gang attire, gets tatoos or starts reproducing gang insignias or graffiti.

stand up for themselves verbally. Inquire about programs that will boost self-esteem. Encourage children to make friends. Kids who learn how to socialize and communicate with others their own age are less likely to be singled out by bullies.

Gangs

Educators, parents, community members and law enforcers need to understand gangs, their local characteristics and strengths before formulating specific strategies. Those working with young people also need to be able to recognize early behaviors that could result in gang affiliation. Indicators of potential membership in a gang include poor progress in school, truancy, few activities for leisure time, frequent negative contact with police and home problems. Gang association is most likely to occur in neighborhoods with active gangs, and membership should be suspected if the young person associates with gang members, wears gang attire, gets tattoos or starts reproducing gang insignias or graffiti.

Adults should realize that many young people who join gangs do so out of a need for companionship, camaraderie, identity and belonging. Adults who share the responsibility for shaping young people's lives should be familiar with juvenile behavior and work to direct young people into emotionally and socially satisfying activities.

Parents and community professionals can address the problem of gang activity and membership by designing and implementing comprehensive prevention strategies, including:

- Written school policies should state that no gang insignias or clothing are allowed on campus and explain the consequences. Policies should be printed in the student handbook and distributed annually to students and parents.
- Law enforcers and juvenile gang specialists can conduct seminars on gangs for school administrators and staff members. Participants learn how to identify youth gang behavior and affiliation and how to help young people deal with problems that make gang membership seem attractive.
- School and law enforcement personnel should sponsor joint community training seminars for parents and other community members. These programs alert the community to potential and actual youth gang problems and identify ways to alleviate them.
- Schools should develop liaison programs with local businesses that provide employment, on-the-job training or apprenticeship opportunities for students who demonstrate pregang behavior.
- Community service programs should involve students showing pregang tendencies in projects to improve the community environment. Involvement in such projects fosters a sense of pride

and responsibility for the welfare of the community.

- School officials should get an agreement from gang members that the school and grounds are neutral turf.
- Lessons that discourage gang participation and activity and instead propose constructive alternatives should be incorporated into the curriculum for both elementary and secondary students.
- Guest speakers who have been involved with gangs or who deal with the consequences of gang behavior, including law enforcers, prosecutors, juvenile court judges and probation officers, should address classes or school assemblies.
- Faculty members from varied ethnic backgrounds should discuss with students the racial or ethnic motivations for gang affiliation. Staff members also can address the problems causing and resulting from youth gang membership as well as methods to avoid such conflict.

Unfortunately, many schools and communities are unable to prevent gang activity. They may, however, be able to divert gang members from continued involvement by intervening in identified gang behavior patterns and activities. Successful response strategies include:

- Regular communication between schools, law enforcers, juvenile court personnel and the district attorney can provide each group with information. They may discuss gang activity, recruitment, territories and known members. Meetings also allow participants to discuss which gang members are being released from confinement and returned to the community, what new areas are being staked out for gang control and how gang operations can be stifled. Participants also should develop a written agreement defining how law enforcement personnel will respond to on-campus gang activity.
- Areas immediately adjacent to school grounds where gangs congregate and other known gang territories require regular patrol by law enforcers.
- Rumor control centers in the school and community can investigate rumors of anticipated gang activity, clarify the facts, and disseminate the information to educators, community members, law enforcers and students.
- School-sponsored family counseling programs should offer identified gang members and their families the opportunity to discuss gang membership and the possibility of diverting the student from further participation.
- School/community gang programs should coordinate the efforts of street gang specialists and educators to provide collaborative efforts and information that divert students from further gang

Firm, consistent treatment communicates to students, parents and community members that gang activity will not be tolerated.

activity through conflict resolution and recreational activities.

- Gang mediation training for teachers should be offered by community and law enforcement gang specialists. Educators learn to work with gang members to reduce hostility between rival gangs.
- School and community personnel should jointly sponsor a hot line referral service to aid gang members and their families in crisis situations.
- Gang leader diversion programs, cooperatively conducted by school, law enforcement and community personnel, provide positive activities for gang leaders. Job training, supervised recreation, sports and other organization affiliations are means to redirect gang leaders.
- School and law enforcement agencies should co-sponsor a public awareness campaign targeting youth gangs. The campaign should alert the community to youth gang presence and enlist support to control and reduce the problem. A variety of media can be used in the campaign, including radio and television public service announcements, which can be produced relatively inexpensively or often donated by the stations. Display ads, direct mail pieces and even billboards also may be used to communicate messages.
- Regular meetings between school administrators and the prosecutor can reveal types of gang activity affecting the community, the outcome of criminal charges against individual gang members, and the best procedures to work cooperatively with law enforcers who investigate and prosecutors who indict gang members.
- Gang-related graffiti should be removed from school grounds or community locations immediately. Be sure to take photos before removal for a graffiti file. Strict sanctions should be imposed for those found guilty of vandalism.
- Any gang activity or gang behavior occurring on campus must be handled immediately by school officials and/or law enforcers. Firm, consistent treatment communicates to students, parents and community members that gang activity will not be tolerated.

Campus assaults and weapons

Over the past decade, student and staff victimization has generated public concern that has spawned many programs to reduce and control violence and weapons on campus. Criminal activity on campus can be discouraged if schools and communities anticipate problems and implement preventive measures, including:

- Adopt and distribute a policy stating that anyone guilty of assault, violent crime or weapon possession on campus will be arrested, and the school will vigorously assist in prosecuting the offender. All students and parents should receive a copy of the policy.
- Maintain high visibility of adults in halls and other campus loca-

tions to alert students that any unacceptable activity will be witnessed and handled according to adopted policy.

- Staff development programs can change how educators perceive and relate to non-conforming, troubled youth in the daily school routine. Training provides more responsive procedures and techniques for positive interaction with non-conforming students.
- Lunch-time campus activities and after-school community activities should be designed to separate incompatible student groups or bring together these groups in controlled situations to encourage communication and recreation.
- "Safe corridor" programs identify safe routes between school and home and provide assistance for students and staff going to and from school.
- Law enforcement and medical personnel must teach students and school staff techniques for controlling anger.
- Peer helping can be an effective means of crime prevention. Law enforcers and youth-serving agency staff train secondary students in crime prevention and anti-victimization strategies. The peer helpers counsel with other students, lecture and give demonstrations for elementary school students and community groups.
- Community delinquency prevention committees or task forces should design, coordinate and implement community projects to reduce delinquent behavior. Community members, educators, students and law enforcers can work together in these groups.
- Studies of law-related education (LRE) curricula indicate these programs improve student behavior and respect for the law. Developed by many organizations, LRE curricula describe America's constitutional democracy and its fundamental values, processes and principles. (Additional information is available from LRE National Institute for Citizen Education in the Law, 25 E Street NW, Suite 400, Washington, D.C. 20001.)
- Victim profile training can be provided to school personnel and others in the community. Law enforcers or education specialists can describe the characteristics often found in student and teacher victims and give strategies for preventing victimization. (Table 3-F provides student and teacher victim profiles.)
- Assertiveness training can teach students and school personnel to stand up for their beliefs and rights in a non-agressive manner.
- The *buddy system* teams potential student victims with other students to prevent assaults in high-risk areas on campus.
- A functioning crisis communication system, which includes phones, alarms, intercoms and a PA system, is essential. A crisis intervention plan that includes getting the maximum number of adults to the scene in the minimum amount of time should be part of the prepared response during a crisis situation.

Table 3-F
National Student and Teacher Victim Profiles

Student victims can be characterized by:

Academic achievement: Below grade level in reading and math.

Age: Either among the youngest or above the usual age for their grade.

Non-involvement: "Loners" who feel alienated in several ways:
- They lack the strength and security of being part of a larger group. They have few friends.
- They are easy to identify by race or ethnic group, age, size, handicapping conditions, language.
- They have a record of failures academically, in sports and socially.
- They appear to be alone and different in highly visible ways from the majority.

Minority status: Members of groups that are minorities in their schools.
- "Different" students have, unfortunately, always been the victims of meanness and nastiness. Today, the meanness and nastiness is often exhibited in stronger ways.

Teacher victims can be characterized by:

Minority status: Minority teachers who are "different" from other teachers are often targeted for victimization.

Authoritarian disciplinary style: Teachers who interact with students in an elitist way not only set up an adversary relationship with students, they also set themselves "apart" from students.

Personal or professional insecurity: Insecurity about subject matter is one way teachers weaken their positions and become more vulnerable. Poor classroom management also makes a teacher vulnerable. Students sense such insecurities immediately.

History of victimization: Once teachers have become victimized and illustrated their inability to defend themselves, they have a strong likelihood of remaining victims.

Source: United States Department of Health, Education and Welfare, National Institute of Education, Violent Schools — Safe Schools, *GPO, Washington, D.C., 1978.*

- Victim witness programs are maintained by youthful and adult volunteers who have been trained in support counseling.
- Student seminars, taught by law enforcers or attorneys, can instruct students and staff about the physical and legal dangers of carrying weapons on campus and elsewhere.
- School personnel must participate in staff development programs conducted by attorneys or others who explain how search and seizure laws relate to the school community. The U.S. Supreme Court, in the 1985 landmark case of *New Jersey v. T.L.O.*, established guidelines for school officials in conducting searches. Student searches must be based on a "reasonable suspicion" that the student has violated school rules

or the law, and the search must be "reasonable in scope."

Schools experiencing assaults, other violent situations or weapons on campus can employ these response strategies:

- School staff or police/security officers stationed at every school entrance can be used to check student identification cards and conduct weapons searches in accordance with search laws. Student searches cannot be random. These officers should have special training in identifying concealed weapons and knowledge of applicable search and seizure laws.
- Staff development programs teach school staff methods to prevent a fight from escalating into an assault.
- Educators, law enforcers and community members can form arbitration or mediation teams to identify and work with violence prone students or groups and potential victims. (See "Project S.M.A.R.T." in the Sample Programs section of Chapter II.)
- Monthly community newsletters, published by the school, inform parents and other community members of arbitration and mediation efforts, weapon control systems, victimization avoidance training and school participation in community intervention efforts.
- Educators and community groups can promote legislation that affirms the right to safe schools for students and staff. Such efforts will alert lawmakers that the public is concerned about this issue and can generate legislation and programs to increase school safety.
- School reporting systems can be established to enable community members, educators, parents and students to anonymously report suspected or actual illegal behavior, including possession of weapons on campus. These reporting systems should be widely publicized, easily accessible and allow the persons reporting to remain anonymous.
- Anti-weapon meetings can enlist the support of community members, educators, law enforcers and gang members in an anti-weapon campaign that advocates arbitration as an alternative to violence.
- Schools can develop follow-up programs to assist with the reentry of students suspended or expelled for assault or possession of weapons. Follow-up programs may offer educational, vocational and psychological assistance as well as educational alternatives to prevent students from dropping out of school.
- Schools should adopt and enforce written policies and procedures for the immediate arrest of suspects. The policy also should define appropriate arrest and school-imposed consequences that call for weapon possession on campus. When inci-

dents occur, the facts should be systematically disseminated to students, school staff, community members, the parents of the accused youth and the media.

- An interagency team, including educators, law enforcers and health professionals, can provide crisis assistance and referrals. The team can recommend psychiatric diagnostic referral services for offenders and victims.
- The school district can establish a *safe schools or campus climate* department to assist school administrators with investigations of serious crimes, crime prevention, and anti-victimization instruction for staff and students. This department also can serve as a liaison between school district, law enforcement and social service agencies following commission of a crime.
- "Victimization assistance" classes can be provided for students, family members and school staff who have been victims. Class sessions should include discussions of how problems can result when an individual is identified as a "victim type" by others. Programs also identify a victim's four specific needs — medical treatment, emotional support, financial help and legal assistance.
- School board policies can be established to help protect school staff from physical attacks and to provide reimbursement for loss. (Such a policy, suggested by the National Education Association, appears as Table 3-G.)
- Retraining alternatives for school staff victims can be offered or funded by school districts.
- Some schools stipulate any student suspended or expelled for a weapon incident must randomly submit to a metal detector search as a condition for readmission. Metal detectors have been used daily at school entrances, at school-sponsored events or in situations indicating potential problems.
- Weapon offenders need referral to a community crisis intervention agency, and a designated school staff member should main-

Table 3-G
National Education Association's
Suggested Employee Assault Policy

"The Association believes that when school personnel are the victims of physical attack, verbal abuse, harassment or theft, they should receive the full support of their employer in pursuing legal and other remedies.

"The Association further believes that the local association must have the right to reflect the concerns of the profession at a student suspension or expulsion hearing.

"The Association urges its affiliates to cooperate with juvenile court systems to secure strict enforcement of juvenile law in cases involving disturbances in the public schools."

tain close contact with the agency throughout the counseling period.

Child abuse

Educators and law enforcers, who are mandated to report child abuse, too frequently encounter young people who have been physically or sexually abused, physically neglected or emotionally mistreated. These child victims present a particular problem for educators because the problems usually originate outside the school setting. Prevention and response assistance must come from both the school and community.

Because child abuse most often occurs in the home or community environment, educators and law enforcers usually are precluded from involvement until after the abuse occurs. These educational prevention strategies have been developed to assist youth-serving professionals:

- Written school policies should explain legally mandated reporting procedures and clarify penalties for failure to report.
- School newsletters, distributed to parents and community members, can describe child abuse indicators; outline procedures for reporting suspected or actual abuse, neglect and mistreatment; and recommend counseling services for victims and abusers. Newsletters also can explain the school's policy for reporting child abuse and neglect.
- School and community seminars, co-sponsored by specially trained educators, law enforcers and other youth-serving professionals, can teach young people how to respond to sexual assault. Seminars stress the importance of reporting *all* sexual assaults to school or law enforcement personnel.
- Public relations campaigns, jointly sponsored and conducted by youth-serving agencies, alert citizens to child abuse and neglect.

A toll free hot line, staffed by community or school staff volunteers, can provide information and crisis counseling to abuse victims and abusing adults.

Today educators and law enforcers are legally required to report any suspected abuse. Intervention is mandated, and the following response strategies can assist in this process:

- Confidential reporting procedures should be established for students or community members who suspect a student may be suffering from abuse or neglect. (Be sure to check state laws.)
- The educator who makes an abuse report may well be called into court for a custody hearing or criminal case. School district social service personnel must give support and protection.
- Phone numbers for local law enforcement and children's protective agencies can be provided to students, educational staff and community members. The list needs regular updating.
- The numbers for existing toll free hot lines that provide infor-

mation and crisis counseling to abuse victims and abusing adults should be identified and circulated.

- Local chapters of Parents Anonymous help parents prevent or terminate damaging relationships between themselves and their children. (For information on the program, contact the national office: Parents Anonymous, 6733 S. Sepulveda Blvd., Suite 270, Los Angeles, California 90045, 213/410-9732.)
- Immediate reporting is required. (Table 3-H is a sample of the child abuse report form used in California.) Copies of child abuse reporting forms should be readily available to mandated reporting staff.
- School re-entry can be difficult for child abuse victims. Schools can assist by providing positive and supportive experiences. Teachers and other school personnel need to treat the child with respect and dignity, respond with sensitivity to the child's needs and concerns, individualize instruction to ensure success, avoid negative remarks about the abusing adult and continue to watch for new signs of abuse. Counseling within the school setting is advised for youngsters needing individual support.

Adolescent suicide

The alarming increase in teen-age suicide in recent years has prompted youth-serving professionals across the nation to develop new programs. Preventing teen-age suicide is particularly difficult because experts do not truly understand why young people want to die. Despite this lack of understanding, some successful efforts that may prevent youthful suicides include:

- Districtwide training can enable school nurses and other staff to be alert to suicide warning signs and prevention methods.
- Staff development training for educators and parent workshops can teach adults the suicide warning signs. This enables someone to help before a suicide attempt is made. (Table 3-I lists some of the identified warning signs.)
- Community education programs, co-sponsored by schools, mental health agencies and youth-serving organizations, alert the community to the teen-age suicide problem and enlist support in helping troubled youth.
- Student workshops, conducted by community health professionals and teachers, sensitize young people to the suicide problem, encourage them to look for suicidal symptoms and seek appropriate help.
- Student workshops train students to be peer awareness counselors and conduct peer intervention seminars with "at-risk" youth.
- Community mental health agencies can coordinate with school counselors to develop suicide prevention and response programs.

Table 3-H

SUSPECTED CHILD ABUSE REPORT

To Be Completed by Reporting Party
Pursuant to Penal Code Section 11166

A. CASE IDENTIFICATION — TO BE COMPLETED BY INVESTIGATING CPA
VICTIM NAME: _____
REPORT NO./CASE NAME: _____
DATE OF REPORT: _____

B. REPORTING PARTY
NAME/TITLE
ADDRESS
PHONE ( ) | DATE OF REPORT | SIGNATURE OF REPORTING PARTY

C. REPORT SENT TO
☐ POLICE DEPARTMENT ☐ SHERIFF'S OFFICE ☐ COUNTY WELFARE ☐ COUNTY PROBATION
AGENCY | ADDRESS
OFFICIAL CONTACTED | PHONE ( ) | DATE/TIME

D. INVOLVED PARTIES
VICTIM
NAME (LAST, FIRST, MIDDLE) | ADDRESS | BIRTHDATE | SEX | RACE
PRESENT LOCATION OF CHILD | PHONE ( )

SIBLINGS

NAME	BIRTHDATE	SEX	RACE	NAME	BIRTHDATE	SEX	RACE
1.				4.			
2.				5.			
3.				6.			

PARENTS

NAME (LAST, FIRST, MIDDLE)	BIRTHDATE	SEX	RACE	NAME (LAST, FIRST, MIDDLE)	BIRTHDATE	SEX	RACE
ADDRESS				ADDRESS			
HOME PHONE ( )	BUSINESS PHONE ( )			HOME PHONE ( )	BUSINESS PHONE ( )		

E. INCIDENT INFORMATION
IF NECESSARY, ATTACH EXTRA SHEET OR OTHER FORM AND CHECK THIS BOX. ☐
1. DATE/TIME OF INCIDENT | PLACE OF INCIDENT | *(CHECK ONE)* ☐ OCCURRED ☐ OBSERVED
IF CHILD WAS IN OUT-OF-HOME CARE AT TIME OF INCIDENT, CHECK TYPE OF CARE:
☐ FAMILY DAY CARE ☐ CHILD CARE CENTER ☐ FOSTER FAMILY HOME ☐ SMALL FAMILY HOME ☐ GROUP HOME OR INSTITUTION
2. TYPE OF ABUSE *(CHECK ONE OR MORE)* ☐ PHYSICAL ☐ MENTAL ☐ SEXUAL ASSAULT ☐ NEGLECT ☐ OTHER
3. NARRATIVE DESCRIPTION:
4. SUMMARIZE WHAT THE ABUSED CHILD OR PERSON ACCOMPANYING THE CHILD SAID HAPPENED:
5. EXPLAIN KNOWN HISTORY OF SIMILAR INCIDENT(S) FOR THIS CHILD:

SS 8572 (REV. 7/87) ***INSTRUCTIONS AND DISTRIBUTION ON REVERSE***

DO NOT submit a copy of this form to the Department of Justice (DOJ). A CPA is required under Penal Code Section 11169 to submit to DOJ a Child Abuse Investigation Report Form SS-8583 if (1) an active investigation has been conducted and (2) the incident is **not** unfounded.

Police or Sheriff-WHITE Copy; County Welfare or Probation-BLUE Copy; District Attorney-GREEN Copy; Reporting Party YELLOW Copy

Table 3-I
Warning Signs of Adolescent Suicide
(for parents, friends and teachers)

1. *Verbal statements.* Verbal statements about suicide serve as evidence that the teen-ager is thinking about suicide. Overt statements to listen for include:
   - "I want to die."
   - "How many aspirins will it take to kill someone?"
   - "After I'm dead, they'll (you'll) be sorry!"

   Indirect, subtle statements asking for help include:
   - "It isn't really worth it."
   - "I don't want to face tomorrow."
   - "My life is empty."
   - "It's hopeless."
   - "I have these weird thoughts . . . ."

   Additionally, references to self-injury, overdosing on Vitamin C and other non-lethal acts are indicators of trouble and depression.

2. *Situational clues.* Certain situations that occur in an adolescent's life provide clues that he/she may be undergoing problems that are too much to bear. Examples include:
   - Failing to achieve (failing a class; being cut from an athletic team or event; being fired from a job; having an application for college denied).
   - Loss of a loved one.
   - Family problems (separation or divorce; lack of communication with a parent; parental abuse).
   - Substance abuse.
   - Ongoing depression.

3. *Behavior clues.* Sudden behavior changes or atypical actions could prove to be an indicator of suicidal contemplation. Examples include:
   - A quiet teen-ager becomes boisterous; a talkative teen-ager clams up.
   - Writing a will.
   - Giving away prized possessions, like a record or stamp collection.
   - Writing a paper that points to behavioral changes.
   - Artwork that points to extreme stress or death wishes.

4. *Syndromatic clues.* Studies of suicide victims have uncovered three developmental stages of a suicide syndrome:
   - History of previous problems (including family suicides).
   - Additional problems associated with adolescence.
   - A recent intense period of problems with significant social relationships (boyfriend/girlfriend, parent, teacher, etc.).

Source: McBrien, Robert J. "Are You Thinking of Killing Yourself? Confronting Students' Suicidal Thoughts." The School Counselor *31, 1 (September 1983): 75-82; and Morgan, L. "The Counselor's Role in Suicide Prevention."* The Personnel and Guidance Journal *59 (1981): 284-286.*

- State legislation to provide funds for community and school suicide prevention efforts can be promoted.
- Parent/student suicide prevention workshops can inform participants about the issue and provide the opportunity for parents and teen-agers to discuss together how they can assist in crisis situations.

Once a young person has attempted suicide, these response activities can help prevent further attempts:

- Community-run rumor control centers or hot lines provide 24-hour assistance to troubled youths. These programs also help interrupt *suicide epidemic* patterns.
- School personnel can be trained to identify students experiencing life crises associated with suicide. School staff can refer these youngsters to the counseling staff.
- Trained school counselors can work with students known to be experiencing life crises.
- "No suicide" contracts can be formalized between students, especially high-risk students, and counselors. Such contracts read: *No matter what happens, I will not kill myself accidentally or on purpose at any time.*

Sample programs

Many schools and communities are addressing the issue of crime and violence on campus. The following programs describe some of these efforts. (Note: Schools or organizations with a program that addresses crime against persons are encouraged to submit a description of their program to the National School Safety Center. These programs will be reviewed for addition to the Center's clearinghouse resources.)

Substance abuse prevention programs

Upper St. Clair High School
1825 McLaughlin Run Road
Pittsburgh, Pennsylvania 15241
412/833-1600, ext. 290

Background and objectives

In 1979 several students who left the Upper St. Clair High School campus early were involved in an automobile accident that resulted in a fatality. Following this accident, the school developed a program to improve its climate and image. The principals and superintendent set two goals for the program. First, they wanted students involved with drugs on campus to be in a high-risk situation. Second, the administrators wanted to provide the community with a more accurate perception of Upper St. Clair High School.

Program description

Several measures to combat campus drug use were adopted. Two school police officers were hired to patrol campus. A teacher became liaison between the school and municipal police. A series of public awareness programs was conducted, group counseling was initiated, parent support groups were organized and a drug survey was taken to provide diagnostic information. After Care groups have been established at the high school to provide support for students returning to school from rehabilitation programs.

The project was extended when the school received a federal grant from the Alcohol and Drug Abuse Education Program of the U.S. Department of Education. The additional program, sponsored through Adelphi University's National Training Institute, involved the community in efforts to increase student self-esteem and reduce drug involvement. Funding also has been received recently from the Drug Free Schools program.

Interagency collaboration

The program has increased cooperation between the school and

municipal police, who now exchange data. Parents and other community members have joined in the campaign. School personnel continue to work with the U.S. Department of Education and Adelphi University staff on programs for drug abusing youth.

Project 714, Inc.
c/o Hixson High School
5705 Middle Valley
Hixson, Tennessee 37343
615/842-4141

Background and objectives
Project 714 is the sponsoring agency of Hixson High School's multifaceted chemical awareness campaign. This program has been adopted by neighboring high schools as well. The project increases teacher awareness of drugs and coordinates the activities of campus care groups working to combat chemical use.

Program description
Project 714 provides instruction to increase teacher awareness of drug abuse. Instructors are encouraged to address the drug issue openly and are asked to participate in or sponsor a campus care group. A core group of instructors and administrators oversees the chemical awareness program. Students Staying Straight (SSS) encourages peer pressure to support chemical non-use. The Chemical Awareness Group teaches a nine-session course to students caught using or possessing drugs. Another group teaches parents to be more aware of substance abuse and encourages them to participate in other campus chemical awareness activities.

Interagency collaboration
Project 714 has brought parents, community members, students and educators together to work against substance abuse.

School Community Intervention Program (SCIP)
East Junior-Senior High School
1000 South 70th Street
Lincoln, Nebraska 68510
402/489-7121

Background and objectives
The School Community Intervention Program (SCIP) was formed in 1983 after two years of planning by representatives from the juvenile court system, alcohol/drug abuse agencies, schools, PTA's and other interested community groups.

Program description
SCIP is a community-based project using an intervention team to assist students with abuse problems. Team members are trained to identify potential and active drug abusing students and make referrals to appropriate community agencies for evaluation. Actual treatment is done at one of several local agencies with programs tailored to youthful substance abusers. Treatment program personnel, educators and parents exchange appropriate information, which helps students make a smooth transition from school to treatment and back to school. Students returning to school attend on-campus weekly support groups to further ease the transition. Parents are encouraged to assist in the identification, intervention and reintegration process.

Interagency collaboration
The SCIP program was initiated through school and community efforts. It is operated cooperatively by the public schools, the Lincoln Council on Alcoholism and Drugs, the Lincoln Medical Education Foundation and the Lancaster County Medical Society.

SUDDS (Students Understand Drinking/Drugging Students)
Redmond High School
17272 Northeast 104th
Redmond, Washington 98052
206/881-4330

Background and objectives
SUDDS is an affiliate of the Washington Teen Institute on Alcoholism. Redmond High School offers an elective SUDDS class, in which students meet daily to develop and participate in activities addressing substance abuse. SUDDS students, working cooperatively with community task force members, promote student activities that create a *natural high* and that encourage peer pressure to say "no" to drug abuse.

Program description
SUDDS students and community task force members sponsor local drug awareness programs. SUDDS members go into classrooms and discuss the SUDDS program. They also sponsor school assemblies and Natural High Week. Some members participate on community panels and task forces.

Interagency collaboration
SUDDS shares its anti-drug program with the community through newspaper articles, radio interviews and community group presen-

tations. SUDDS students visit elementary schools and teach younger students "refusal skills," how to say "no" and still keep your friends. SUDDS students work with members of the community task force and with the Washington Teen Institute on Alcoholism.

Hudson C.A.R.E. C.A.T. (Chemical Abuse Reduced by Education Community Action Team)
120 N. Hayden Parkway
Hudson, Ohio 44236
216/653-3371

Background and objectives
In response to growing concern for substance abuse, the community-based C.A.R.E. drug intervention program was developed and now includes a comprehensive program for students in grades K-12. C.A.R.E., established to help eliminate chemical abuse and dependency among Hudson area residents, has as its goals:

- to increase public awareness of alcohol and drug abuse and dependency;
- to provide alternatives to punitive treatment for abusers;
- to teach people to recognize the symptoms of chemical abuse and dependency;
- to inform the public that this dependency is a disease which requires treatment;
- to train community members who participate in drug and alcohol intervention and prevention programs; and
- to help schools, parents, churches, businesses and service agencies coordinate programs for substance abusers.

Program description
C.A.R.E. has sponsored school assemblies and social activities, published informational brochures listing local treatment resources, and offered classes and lectures, including "Parents Preparing for Adolescence." The organization has trained more than 80 educators and other community members who participate in chemical abuse activities. C.A.R.E. also helped organize Alateen groups, which meet during the school day at the junior high and high school.

Interagency collaboration
Volunteers from the community participate in C.A.R.E. Funding is provided by community organizations, and C.A.R.E. classes are offered through the Hudson recreation board. C.A.R.E. works closely with the city police to plan parenting programs, school assemblies and other events. Parenting classes are conducted each fall to teach parents skills for ridding their children of drugs.

C.A.R.E. works closely with the city police to plan parenting programs, school assemblies and other events. Parenting classes are conducted each fall to teach parents skills for ridding their children of drugs.

Because no single segment of society working in isolation can prevent drug abuse, SCPPP encourages schools, law enforcement, community service organizations and parents to work together.

School Community Primary Prevention Program (SCPPP)
California Department of Alcohol and Drug Programs
and California Department of Education
School Health Unit
721 Capitol Mall
Sacramento, California 95814
916/322-5420

Background and objectives
The School Community Primary Prevention Program (SCPPP) was established by California state law in 1982. It was founded on the premise that drug abuse is a multifaceted problem requiring multifaceted programs to combat it. Because no single segment of society working in isolation can prevent drug abuse, SCPPP encourages schools, law enforcement, community service organizations and parents to work together. SCPPP is jointly administered by the California Department of Education and the Department of Alcohol and Drug Abuse Programs. SCPPP allocates funds to local agencies that work cooperatively with other organizations on programs to reduce substance abuse.

Program description
SCPPP has funded a variety of local programs throughout California. Sponsored projects include school and classroom-oriented programs designed to encourage sound decision-making, an awareness of values, an understanding of drugs and their effects, enhanced self-esteem, and social and practical skills that will assist students toward maturity. SCPPP also has funded projects to improve school climate and relationships among teachers, counselors, students and parents. In addition, family-oriented programs aimed at improving family relationships and parent involvement have been selected.

Interagency collaboration
As required by the enabling legislation, two state departments share responsibility for overseeing the finances and content of local programs. This collaboration extends to the county level because the legislation also requires joint administration by the county Drug Program Administration and the Office of Education. Historically SCPPP has been supported by community organizations, families, educators, law enforcement, parent groups, drug and alcohol abuse prevention groups, and the clergy. While funding is available for a broad range of projects, they all must incorporate the concept of partnership and interagency collaboration.

REACH Project Inc. (Rehabilitation, Education and Awareness for Community Humanitarianism)
1915 D Street
Antioch, California 94509
415/754-3673

Background and objectives
The REACH Project Inc. was founded in 1970 by the Antioch Police Department and Antioch City Council. REACH is a pioneer program for the state of California in the development of the "linking model," which is the formation of a partnership among law enforcement, schools and community-based programs to combat drug and alocohol abuse and juvenile crime.

Program description
REACH targets grades K-12 in the Antioch Unified School District. Four full-time counselors are assigned to the district's secondary schools to teach accredited REACH Skills Classes, which concentrate on decicision-making, coping skills and self-esteem. Three half-time REACH Esteem Presenters, who are trained parents, give classroom presentations on drug prevention to the district's 7,000 elmentary school students. In addition, two full-time drug treatment counselors serve both youth and adults.

A police officer, called a REAP officer (Resources, Education, Apprehension and Prevention), works for REACH in the schools. The REAP officer, working in partnership with counselors, is responsible for prevention and apprehension. The officer is selected from the Antioch Police Department, with funding provided by the California Office of Criminal Justice Planning.

REACH has several other programs, including weekly parent support groups and chemical dependent adolescent groups. Stress reduction counseling and training classes are offered for groups such as Antioch Police Department personnel, AUSD certified and classified faculty, families and a new group especially for children ages 7 to 12. The newly established REACH Institute provides training for other communities interested in developing similar community-based programs using the REACH Esteem Curriculum, which teaches drug abuse prevention to students in grades K-12.

Interagency collaboration
REACH is a cooperative program of the Antioch Unified School District, Antioch Police Department and community-based agencies. Funding is provided by the City of Antioch, AUSD, Contra Costa Health Services, California Office of Criminal Justice Planning, California Youth Authority and the community.

Project DARE (Drug Abuse Resistance Education)
Los Angeles Police Department
150 North Los Angeles Street
Los Angeles, California 90012
213/485-4856

Background and objectives
Project DARE, begun in 1983, is a cooperative effort between the Los Angeles Police Department and the Los Angeles Unified School District. DARE equips youths with skills to resist peer pressure to use harmful drugs. The program is now in 47 states, involving more than 500 police departments.

Program description
Project DARE targets fifth-, sixth- and seventh-grade students. The Los Angeles Police Department has 57 full-time DARE officers assigned to a classroom beat. School health specialists write the curriculum and train officers to present the special lessons, which provide students with accurate information about alcohol and drugs, teach them decision-making skills, show them how to resist peer pressure and give them ideas for alternatives to drug use.

Activity-oriented techniques are used by the DARE instructors to involve students in group discussions, healthy exchanges of ideas and feelings, and role-playing exercises. Four introductory lessons are presented in kindergarten through fourth grades to set the scene for later DARE instruction. The junior high program, operating in conjunction with school counselors, provides early intervention counseling to students with a potential drug or alcohol problem.

Interagency collaboration
Project DARE is a cooperative program between the Los Angeles Police Department and the Los Angeles Unified School District. DARE programs in other cities also are joint efforts between local police departments and school districts.

Youth gangs prevention programs

Crisis Intervention Network, Inc. (CIN)
415 North 4th Street
Philadelphia, Pennsylvania 19123
215/592-5600

Background and objectives
The Crisis Intervention Network (CIN) was founded in 1975 to combat the serious problem of juvenile gang violence in Philadel-

phia. CIN works with parents, schools, neighborhoods, community agencies, and the public and private sector. It has set as its goals:
- to reduce gang violence and gang-related homicides;
- to mediate neighborhood disputes;
- to mediate interracial youth disputes;
- to handle general youth disturbances; and
- to control gang leadership through the probation unit.

Program description
CIN is a network of specialists in community organization, social service, crisis intervention and mediation, and law enforcement who are working to improve Philadelphia's neighborhoods. CIN disperses its five crisis teams throughout the city in response to calls to its 24-hour crisis hot line. Within minutes after a report is received, mobile units are on the scene of a potential crisis to mediate disturbances. CIN sponsors community programs to help neighborhoods help themselves in addressing drug abuse, youth and interracial conflicts, and crime. It serves as a resouce center for community services and offers a speakers bureau, workshops, seminars, referrals, counseling and training. CIN also works with youth and parent organizations to correct community problems before they create a crisis situation.

CIN disperses its five crisis teams throughout the city in response to calls to its 24-hour crisis hot line. Within minutes after a report is received, mobile units are on the scene of a potential crisis to mediate disturbances.

Interagency collaboration
CIN coordinates its programs with other city and community agencies. CIN also is a member of the City of Philadelphia's Juvenile Justice Coordinating Committee, which regularly meets to deal with neighborhood problems and tensions. CIN works daily with schools, recreation centers, police and probation departments, the Department of Human Services and other community organizations. Crisis teams visit all Philadelphia schools to help school administrators correct potentially dangerous situations.

The Paramount Plan: Alternatives to Gang Membership
Human Services Department
City of Paramount
c/o Tony Ostos
16400 Colorado Avenue
Paramount, California 90723
213/531-3503

Background and objectives
The Alternatives to Gang Membership program evolved after a 1981 city council study session on gang activity. Sponsored by the City of Paramount, the program stresses disapproval of gang

membership and actively works to stop gang acculturation and to provide constructive alternatives. Its goals are to discourage preteen youths from joining gangs, to eliminate the future gang membership base and to diminish gang influence.

Program description
This program sponsors neighborhood meetings and provides special school curricula.

Community meetings are held in neighborhoods identified as *under gang influence* by the Los Angeles County Sheriff's Department and the City of Paramount. The meetings, aimed at the parents of preteen youth, describe the negative aspects of gang membership and provide families with resources and information on gang affiliation and prevention. Meetings, conducted in English and Spanish, are held at parks, schools, churches or homes. Alternatives to gang membership within the community are suggested, including increased family unity, positive parental direction, recreation activities, school programs and community unity.

An anti-gang curriculum for fifth-graders was introduced in the Paramount Unified School District during the 1982-83 school year. It teaches youth the negative effects of gang activity and suggests alternative activities available in the community. The course includes 15 one-hour units presented weekly during a semester. Lessons, taught by a neighborhood counselor, cover topics including graffiti, peer pressure, tattoos and the impact of gang membership on families. A follow-up program is aimed at seventh-grade students and includes presentations by former gang members, who share what gangs did to them.

Interagency collaboration
This program, funded by the City of Paramount, unites the school district, law enforcement agencies, parents and youth-serving agencies in the effort to eliminate gangs.

Gang Crime Section
Chicago Police Department
1121 South State Street
Chicago, Illinois 60605
312/744-6328

Background and objectives
Begun in the late 1960s as an intelligence-gathering organization, the Gang Crime Section has expanded to include investigations and training for tactical enforcement officers who respond to potential hot spots and gang-related incidents.

Program description
The Gang Crime Section offers a training seminar, *Street Gangs Today*, to give officers an overview of community gang problems and their impact on the department.

Through the Gang Target Program, gang crime specialists identify active street gang members they want included in the program. When targeted members are arrested, the police department computer system alerts the Gang Crime Section and other appropriate agencies. Targets are flagged by an incident report number (for adults) or a youth division number (for juveniles). These numbers are assigned by the police department when subjects are arrested for the first time by police personnel.

Gang-related crime is recorded in the section's computer and the data analyzed by staff to determine what areas need special gang missions.

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Interagency collaboration
The Gang Crime Section works with the state and county Departments of Corrections, Probation and Parole, and the state attorney's Gang Prosecution Section. The Department of Corrections is notified of the arrest, conviction and release of target gang members. The Gang Crime Section provides speakers for civic, church and community organizations interested in programs to combat gang violence.

Street Gang Unit
Tucson Police Department
P.O. Box 1071
Tucson, Arizona 85702-1071
602/791-4488

Background and objectives
This two-man unit gathers intelligence on street gang activity. The Street Gang Unit has five main objectives:

- to minimize street gang activity through acquisition and analysis of intelligence;
- to increase the ability of line officers to deal with potentially volatile street gang situations through in-service and roll-call training;
- to conduct investigations and, when appropriate, to exchange information with authorized members of other law enforcement agencies;
- to work with appropriate community agencies to increase awareness of gang problems; and
- to increase the expertise of officers working on gang cases.

Students are encouraged to play out various anger-producing situations, including peer fights, family violence and interpersonal relationships.

Program description
The Street Gang Unit officers review daily case reports and isolate information relating to gang areas or members. They also analyze information on gang characteristics, activities, membership, tattoos, graffiti, vehicles and associates. Patrol officers and field interviews provide information to the unit officers. In addition to the intelligence gathering, the gang unit officers are responsible for training patrol officers to handle gang situations. The unit officers also provide in-service instruction to members of the Tucson Police Department and other law enforcement agencies, and they participate in recruit training at the Arizona Law Enforcement Training Academy and the Southern Arizona Law Enforcement Institute.

Interagency collaboration
The Street Gang Unit provides speakers for community service groups, school parent meetings and ethnic street organizations. The unit seeks to teach primary and secondary school teachers and administrators about gang behavior and gang-defusing techniques. The unit takes gang education into the schools, providing classroom instruction for grades K-12.

Assault and violent crime

Boston Youth Program
Health Promotion Program for Urban Youth
818 Harrison Avenue
Nurses Education Building, Room 112
Boston, Massachusetts 02118
617/424-5196

Background and objectives
The Boston Youth Program provides comprehensive medical care to court and school referrals. Contact with these young patients led to increased staff interest in health education. Program personnel applied for and received a grant in 1982 from the Robert Wood Johnson Foundation to develop an adolescent medicine project. An instructional unit was created that encourages students to accept anger as a normal emotion and learn to control anger to avoid violent behavior.

Program description
The program has developed into a full curriculum for adolescents. Students are encouraged to play out various anger-producing situations, including peer fights, family violence and interpersonal relationships. The situations are discussed and strategies developed to

deal appropriately with feelings of potential violence. Students also learn that if they respond violently to practices they consider unfair, they diminish their power to influence change. The project includes 10 sessions of classroom instruction for two weeks.

Interagency collaboration
The project is a collaborative effort funded by the Robert Wood Johnson Foundation and coordinated by the non-profit Boston Youth Program.

Delinquency prevention programs

Mediation Alternative Project (MAP)
Education Assistance Center, Inc.
50 Clinton Street
Hempstead, New York 11550
516/489-7733

Background and objectives
The Mediation Alternative Project (MAP) is a service of the Education Assistance Center of Long Island, Inc., a not-for-profit center for the development of innovative criminal justice and education programs. MAP is supported by the Nassau County Youth Bureau, the New York State Office of Court Administration, and private and corporate contributions. The primary goal of MAP is to offer conflict-resolution services to help youth, families, schools and the community resolve youth-related disputes.

Program description
MAP employs professional, impartial mediators to help disputing parties reach a written agreement. The agreement is reached during a mediation conference attended by all of the involved parties and mediators. MAP also conducts follow-up interviews and meetings. All mediation is voluntary, and MAP services are available to Nassau County (New York) residents free of charge.

MAP is based on the premise that resolving disputes through mediation has several advantages:

- Mediation involves everyone, and all parties participate in the settlement rather than having agreements imposed upon them.
- Peaceful resolution of conflicts helps prevent the escalation of problems.
- Mediation involves taking problems out of the court's win-lose setting and putting them into a non-adversarial, neutral setting.
- Solutions reached through mediation last longer because they represent the views of all parties.

- MAP procedures are quicker and less expensive than court processing for minor disputes.
- MAP allows the community to resolve local problems locally.

MAP handles a wide array of disputes involving parent/child conflicts, community/youth problems (including harassment and vandalism), school-related difficulties (including fights), restitution for minor criminal acts, neighborhood disputes between families and interracial conflicts.

Interagency colaboration
MAP works with professional mediators and a variety of public and private entities to resolve disputes.

ESCAPE (Elementary School Crime Awareness, Prevention and Education Program)
Virginia Beach Police Department
Crime Prevention Unit
Public Safety Building
Municipal Center
Virginia Beach, Virginia 23456
804/427-4146

Background and objectives
ESCAPE started in January 1982 in response to increased juvenile delinquency. The program's objectives primarily are preventive:
- to identify areas of vulnerability and develop protective measures to reduce victimization;
- to promote cooperation between educators and law enforcers;
- to promote positive and effective communication between youth and law enforcers; and
- to teach young people criminal justice concepts, law enforcement objectives, and citizen's responsibilities for public and individual safety.

Program description
Specially trained uniformed police officers present the ESCAPE program to every fourth-grade class in the city. The six lessons are presented over a three-week period and cover an introduction to law and crime, home security, shoplifting, vandalism and personal safety. Law enforcers developed program content, determined lesson sequence and identified appropriate student populations. After a pilot program at five elementary schools, the curriculum was evaluated and revisions made. Five crime prevention educators have taught the class in more than 64 target schools.

Interagency collaboration
ESCAPE was designed cooperatively by law enforcers and educators. It brings law enforcers into regular contact with students and teachers to work on crime and delinquency prevention issues.

Law-Related Education
National Institute for Citizen
Education in the Law
25 E Street NW, Suite 400
Washington, D.C. 20001
202/662-9620

Background and objectives
Since 1971 the Special Committee on Youth Education for Citizenship of the American Bar Association (ABA) has been the national clearinghouse and coordinator for Law-Related Education (LRE). This program assists lawyers, educators and juvenile justice officials with LRE programs for their communities. Under a grant from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the U.S. Department of Justice, the ABA sponsors a variety of LRE activities.

Program description
The American Bar Association coordinates all LRE education programs funded by OJJDP. It meets quarterly with project leaders and promotes the program through various publications. The ABA also has received a grant from the National Endowment for the Humanities to make law and the humanities a regular part of the curriculum in school districts around the country. Grant activities include regional conferences, a summer institute, districtwide in-service clinics for classroom teachers, developmental seminars for principals and administrators, and on-site consultation.

The LRE curriculum informs students about the foundations of a free, democratic society. It covers basic democratic concepts, including *freedom, authority, justice, privacy* and *equality.* Students also study things of special interest to them, including juvenile law, contracts, rights and responsibilities, and the police and court systems. Students are actively involved in their own learning as they conduct mock trials, study court cases, visit courtrooms, ride along on police patrols, and interact with lawyers, judges, police officers, legislators and other law-related professionals. Individual projects vary according to local emphasis.

Research indicates students who have participated in LRE better understand the legal system in the United States, have more constructive attitudes toward this system and less frequently resort to

Students are actively involved in their own learning as they conduct mock trials, study court cases, visit courtrooms, ride along on police patrols, and interact with lawyers, judges, police officers, legislators and other law-related professionals.

violence. Projects include students from primary through high school grades.

Interagency collaboration
The LRE program was developed by the American Bar Association in cooperation with the Department of Justice, the public school system and the National Endowment for the Humanities.

Community Projects Bureau
Nassau County Police Department
1490 Franklin Avenue
Mineola, New York 11501
516/535-7920

Background and objectives
For several years the Nassau County Police Department's Crime Resistance Unit has been divided into two sections dealing with youth, school and community crime. In 1985 a third section was added to deal with community relations.

- The Youth Patrol Section has 16 officers who serve as liaisons between the precinct commanding officer and the community. They are responsible for seven programs, including regular lectures to all county schools, P.A.V.E. (Police Anti-Vandalism Education Program), Operation Safe Child, the student/teacher Drug Education Program, alcohol enforcement and the summer anti-vandalism patrol.
- The Crime Prevention Section has six officers certified as crime prevention specialists by the state of New York. It provides expertise in security measures, including electronic security systems, locks, mechanical security, security light systems, fencing and physical barriers, personal and vehicle identification, safes, threat assessment and security audits.
- The Community Relations Section has four officers who meet with and establish lines of communication with community leaders and agencies throughout the county. The officers are in charge of the STOP Program (Students and Teachers Opposed to Prejudice). The STOP Program is shown throughout the county to students in the seventh through 10th grades. These officers also are crime prevention specialists.

Program description
The Youth Patrol has operated continuously for several years, providing classroom lectures to elementary school students on identifying a police officer, using the emergency number 911, traffic and bicycle safety, dealing with strangers, stealing and block homes.

Instruction for intermediate students covers shoplifting, vandalism, drugs and alcohol, fireworks, assault, trespassing, minibikes and BB guns. In high school classes the officers discuss stop and frisk, driving licenses and traffic laws, appearance tickets, car searches, the *Miranda* warning, police careers, vandalism, hitchhiking and shoplifting.

Officers also participate in P.A.V.E. (See the Sample Programs section in Chapter IV.) and STOP, a program that teaches students discrimination is not only inappropriate and immoral but also illegal. The intensive unit is taught by educators and law enforcers over two or three days.

The Crime Prevention Section presents public lectures, physical security surveys, and exhibits and displays. It promotes neighborhood watch, child safety and self-defense programs.

The program's goal is to reduce the delinquency rate in Minnesota by educating stuents about the three motivating factors behind drug use: peer nfluence, self-concept and problem-solving.

Interagency collaboration
The Crime Resistance Unit integrates police, school and community efforts to reduce crime and delinquency.

UP TO YOU, Inc.
Carlton Public Schools
2233 Whittier Street
Duluth, Minnesota 55803
218/525-3692 or 384-4225

Background and objectives
UP TO YOU, incorporated in 1983 with non-profit status, is an organization that helps young people become aware of the negative peer pressure they encounter growing up. The program helps young people learn about *self-concept* and its relationship to peer influence. The program's goal is to reduce the delinquency rate in Minnesota by educating students about the three motivating factors behind drug use: peer influence, self-concept and problem-solving.

Program description
UP TO YOU provides a package of teaching and training materials for use in sixth-grade classrooms. It includes a student text, teacher's manual, a drug filmstrip, a review filmstrip, the UP TO YOU card game, a computer disk, achievement certificates, 33 slides for a sixth-grade parent awareness program and a review video.

Sixth-grade teachers participate in a one-day training session to prepare them to teach the program in their classrooms. Four basic concepts are addressed in the UP TO YOU package:
- Peer influence is a major reason youths are "prided" into crime.

Teams present the Taking Care of Me seminars to all classes with third-grade students. Role-playing is used to teach sexual abuse prevention strategies and encourage reporting.

- Along with peer influence, self-concept is becoming a major force in the lives of young people and must be dealt with.
- Young people must be responsible for their actions.
- Early intervention in both peer pressure and self-concept not only will help a student feel better about himself or herself but also will decrease the juvenile crime rate.

UP TO YOU meets in half-hour sessions twice a week for 10 weeks. Rap sessions give young people an opportunity to exchange ideas about peer pressure and self-concept. Students visit the local police station and medical center. During free sessions students view movies, participate in role-playing and use the UP TO YOU card game. Review sessions reinforce concepts. Pre- and post-testing are used to measure the effectiveness of the curriculum.

A new program is also being taught to ninth-graders. Called "Vision and the Master of Improv," the four-day course meets for a half-hour each day. The main theme of the program is that every person is of value and worth.

Interagency collaboration

UP TO YOU programs require cooperation between school personnel and community police and correction officers who monitor and identify changes in juvenile delinquency rates.

Child abuse prevention programs

Taking Care of Me
Simi Valley Unified School District
875 East Cochran
Simi Valley, California 93065
805/526-0200, extension 209

Background

Taking Care of Me was developed by Sally Newell of the Simi Valley Child Abuse and Neglect Agency (CAAN) and Dr. Herman Kagan and Dr. Kris Eisenhart of the Ventura County Community Mental Health Department. The Simi Valley Unified School District program began at Park View Center School in 1982.

Program description

The Park View program started with CAAN and mental health training for two teams, each composed of two nurses and one psychologist. Teams present the *Taking Care of Me* seminars to all classes with third-grade students. Role-playing is used to teach sexual abuse prevention strategies and encourage reporting. Students

also view the film *Who Do You Tell?* Two or three contact people are trained at each school as support resources for concerned children.

Taking Care of Me encourages young children to trust their feelings, to distinguish between *good touch* and *bad touch*, and to feel right in saying "no" to unwanted touching. The program also provides in-school resource staff to help sexually abused children. At Park View, posters picturing the contact staff were displayed to enable students to identify them readily.

Parent involvement also is encouraged. Prior to the classroom program, parents attend an informational meeting that includes role-playing and viewing the film. Parents also receive pamphlets describing the project. Parental consent is required before students may participate in this program.

Schools adopting the program meet with the local police sexual abuse unit, a district attorney's office representative and protective services staff. Training is available to interested faculty and staff from the Ventura County Community Mental Health Department, district attorney's office, child protective services and the local police department.

Interagency collaboration

The program was developed by CAAN and community mental health personnel. The PTA initially funded this instruction for primary classrooms. The program now is available to primary students through funding by the Simi Valley Unified School District.

Theater IV
114 West Broad Street
Richmond, Virginia 23220
804/783-1688

Background and objectives

Theatre IV, a non-profit professional theatrical group founded in 1975 and based in Virginia, has won national acclaim for its original adaptations of classic children's stories and dramatizations of the lives of remarkable Americans. The company also has received special recognition for its community outreach programs, which deal with important social problems faced by today's youth. "Hugs and Kisses," "Runners" and "Walking the Line" are live theatrical productions that deal with the issues of child sexual abuse, runaways, and youth alcohol and drug abuse. Theatre IV serves an annual audience of more than 350,000 children and young people in the seven-state mid-Atlantic region.

"Runners" is a runaway prevention program designed for students in grades 6-12. The play focuses on the true stories of runaways, recorded in months of interviews, and tells how these teens found positive alternatives to all forms of "running." The FBI reports that 10,000 children in this country run away daily.

Program description

"Hugs and Kisses" is a nationally acclaimed child sexual abuse prevention program designed for elementary age children. In an entertaining and inoffensive way, the play relates the story of a young girl who is the victim of sexual abuse and how a cuddly dog named Hugs assists her in finding help. The play teaches children the difference between good and bad touching as well as the child's right to say "no" to unwanted touch. It subtly addresses sex abuse victims by elevating their self-image, teaching that they should never keep secrets about touching, and urging them to share their secret with a teacher or other trusted adult.

The "Hugs and Kisses" performances have led to many student reports of sexual abuse, including one that led to the arrest of two men charged with molesting six neighborhood children. In the two years after it premiered in September 1983, the play was performed 275 times in Virginia and 606 children received help for the incidents of sexual abuse they reported.

"Runners" is a runaway prevention program designed for students in grades 6-12. The play focuses on the true stories of runaways, recorded in months of interviews, and tells how these teens found positive alternatives to all forms of "running." The FBI reports that 10,000 children in this country run away daily.

"Walking the Line" is a drug and alcohol abuse prevention program designed for students in grades 4-12. Relating the true story of a young girl killed in a drug- and alcohol-related car accident, the show stresses the affirmation of each person's self-worth and the development of refusal skills that enable young people to stand up to peer pressure. "Walking the Line" contains factual information on a wide range of drugs, focusing on alcohol and cocaine, the most popularly abused substances by young people.

A question-and-answer period led by the actors follows each performance of "Hugs and Kisses," "Runners" and "Walking the Line." Students in the audience are encouraged to seek help if they need it, and professional representatives from appropriate social service organizations are present at each performance to respond to questions or give assistance. In addition, each sponsor receives help in organizing teacher in-service training prior to the performance.

The average fee for performances is $425, approximately half of the actual cost. Theatre IV attempts to make the plays available to any school, regardless of their financial limitations, and state grants and private donations help fund the program.

Interagency collaboration
"Hugs and Kisses" is co-produced in Virginia by the Virginia Chapter of the National Committee for Prevention of Child Abuse and in Texas by the Greater Houston Committee for Prevention of Child Abuse and the San Antonio Coalition for Children, Youth and Families. "Runners" is co-produced by the National Network of Runaway and Youth Services, with major support for the production provided by the Virginia Association of Realtors. Social workers and law enforcers also contribute to the success of these programs.

Broward County School Board Child Abuse Program
Student Welfare and Attendance
1320 SW Fourth Street
Fort Lauderdale, Florida 33310
305/786-7668

Background and objectives
The county's child abuse program was initiated following passage of the Safe Schools Act, a state mandate to develop preventive strategies to ensure secure learning environments. The Broward County School Board developed this program to facilitate reporting incidences of child abuse and neglect within the school system. Other county school efforts to fulfill the safe school mandate include parent education, peer and family counseling, learning centers, and truancy, alcohol and drug abuse prevention programs.

Program description
The county has developed and implemented a child abuse and neglect training curriculum for use in staff development. It also has provided curriculum development for grades K-12 through the school board's Health Education Curriculum Department, established liaisons between the school system and community agencies, and furnished consultants to assist educators with the initial assessment of suspected cases of child abuse and neglect.

The program provides training to teachers, psychologists, guidance counselors and school administrators. Staff members also serve as consultants for cases of suspected child abuse and neglect.

Interagency collaboration
This program evolved in response to a legislated mandate. It provides coordinated efforts by the schools and community service agencies to combat child abuse and neglect.

Suicide prevention programs

Guidance Services
Traverse City Area Junior High School
Post Office Box 32
Traverse City, Michigan 49685-0032
616/922-6720

Background and objectives
Traverse City Area Junior High School's counselors are trained to recognize the signs indicating a potentially suicidal student. Counselors also are instructed in what to do to prevent suicides.

Program description
School guidance counselors at the junior high have been trained to be sensitive to the stresses students encounter from family situations involving divorce, alcoholism or chemical abuse. The junior high provides regularly scheduled group counseling sessions for students with similar problems in these areas.

Interagency collaboration
The junior high school counseling staff works cooperatively with community agencies and, when appropriate, makes referrals to organizations, including Alateen and Third Level Crisis Intervention Center, funded by the Michigan Department of Social Services and the Office of Criminal Justice.

Teen Suicide Prevention, Intervention, Response Project
Four Winds Hospital
800 Cross River Road
Katonah, New York 10536
914/763-8151

Background and objectives
Four Winds is a 225-bed private psychiatric hospital in Westchester County, New York. More than one-third of the bed space at Four Winds is used for adolescent patients. During a one-and-one-half-year period prior to 1984, Westchester and adjacent counties experienced an epidemic of 19 teen suicides. Several area schools approached the Four Winds staff to request help in counseling parents and faculty in the aftermath of the suicides. Since the 1984-85 school year, the number of teen suicides in the area have steadily decreased.

Program description
In response to requests for assistance during this suicide crisis period, a group of educators and hospital staff developed a half-day training seminar to prepare participants to work with students, parents and other faculty members. Later, a one-day conference featuring speakers with expertise in suicide was held. Participants received a suicide prevention handbook and a resource guide. While this project no longer is active, the suicide prevention handbook is available for $7. After-school seminars are now being conducted on suicide prevention.

Interagency collaboration
This project represented the joint efforts of a private health care facility and the public school system.

Depression and Suicide Program for High School Students
Mental Health Association of Westchester
Interagency Task Force
29 Sterling Avenue
White Plains, New York 10606
914/949-6741

Background and objectives
After this community experienced a series of teen suicides, the Commissioner of Mental Health requested an interagency task force be established to develop a teen suicide prevention curriculum. The Mental Health Association of Westchester, which staffs the area's crisis suicide line, was asked to sponsor the task force developing the curriculum, training programs and materials for school staff development.

Program description
The suicide prevention curriculum includes several films developed by Human Relations Media, 175 Tomkins, Pleasantville, New York 10570 (914/769-7469). Before the program is taught to students in the classroom, it is presented to the superintendent of schools, school board members, site administrators, teachers and parents.

Interagency collaboration
This program represents an interagency effort by youth-serving agencies to create a curriculum addressing teen suicide.

Instructors found that when students heard the high-risk issue of teen-age suicide presented in a straight-forward manner, they were more comfortable discussing lesser-risk issues such as teen pregnancy and substance abuse, which they had been unwilling to discuss previously.

ASAP (Adolescent Suicide Awareness Program)
South Bergen Mental Health Center, Inc.
516 Valley Brook Avenue
Lyndhurst, New Jersey 07071
201/460-3510

Background and objectives
The South Bergen Mental Health Center, Inc., began in 1980 as a pilot program. Recently it was funded to train others to replicate the program throughout the county. To date, the Adolescent Suicide Awareness Program (ASAP) has been expanded to about 75 percent of the schools in Bergen County and has served as a model program for other communities throughout the tri-state area. ASAP has been introduced in more than 200 schools, training more than 20,000 teachers, teen-agers and parents. Educators have observed that ASAP offers another benefit in addition to its contributions to suicide prevention. Instructors found that when students heard the high-risk issue of teen-age suicide presented in a straightforward manner, they were more comfortable discussing lesser-risk issues such as teen pregnancy and substance abuse, which they had been unwilling to discuss previously.

Program description
Students in the ninth and 10th grades at sponsor schools participate in the curriculum after it has been approved by the superintendent, school board, site administrators and classroom teachers. School guidance staff members are trained to participate in the classroom presentations. ASAP sessions usually generate between two to five referrals to the school counseling center. A pilot program called SELF helps students in grades six to eight focus on self-esteem and coping skills.

Interagency collaboration
The ASAP project is the joint effort of a community mental health program and the schools.

Children and Grief: Living with Loss
Hospice of Northeast Florida, Inc.
One Prudential Plaza
841 Prudential Drive
Jacksonville, Florida 32207
904/398-4724

Background and objectives
Children and Grief: Living with Loss is a preventative program

designed to provide appropriate counseling for youngsters experiencing grief over a loss from death, divorce, a geographic move or a critical illness. Six of every 10 children suffer from significant losses such as illness, death, divorce or separation. Without help, the odds are these children will suffer even more — from school failure, dropping out, substance abuse and possible suicide.

Co-sponsored by Hospice Northeast and the Duvall County Public Schools, a pilot program was initiated during the 1984-85 school year. Today, more than 102,000 Duval County school students are served by trained grief counselors in all of the district's 114 schools. Because of its success in Duval County and other areas of Florida, the program is now available nationwide to all public and private school districts at an average cost of less than $1 per child. Programs have even been developed in special education situations at the Florida School for the Deaf and Blind in St. Augustine, Florida, and the Gateway School in Ventura, California.

Program objectives are:

- to increase adult awareness of the impact of grief on children;
- to train the adult helper to recognize behaviors in children who have experienced a loss and to provide techniques that can be utilized to help these children progress toward healthy adjustment;
- to demonstrate how simple changes can be made in the school and home environment that will enhance the child's ability to adjust to his or her loss;
- to provide an identification and referral system in the school setting for children who have experienced loss;
- to put in place a counseling program within the school setting which standardizes, or makes more uniform, counseling interventions that follow the stages of grief;
- to act as an umbrella under which significant problem behaviors, such as suicide tendencies, drug dependency, alcohol abuse and violent behaviors, are identified and addressed;
- to teach children to understand loss as a lifelong process and to put in motion healthy coping patterns they can draw upon when needed — the patterns for dealing with loss are set in childhood for good or for ill;
- to provide school personnel and parents with the expertise needed to handle broad and catastrophic losses; and
- to provide a bibliography of books, films and articles as sources of additional support.

Program description

During the 14-week pilot program, guidance counselors, teachers

and school staff who were interested in working with children in grief counseling volunteered to receive 20 hours of training. About 100 students participated in the pilot program. School officials said 75 percent of the students who had participated in the program responded in a survey that the program had inspired them to continue in school and keep up their grades.

When the *Children and Grief* program is implemented in a school district, a preliminary fact-finding meeting and needs assessment is conducted with district administrative personnel. The program focuses on one- and two-day workshops that train local school personnel to help students in their district deal with grief. The actual sessions include two-day intensive training for counselors; one-day training with administrative personnel and area leaders; specialized training with the crisis teams from each school; and meetings with the superintendent, assistant superintendent, research and evaluation staff, principal, PTA and parents.

An identification and referral system is established at each school to provide students who have experienced a loss with information, coping skills and emotional support to help them adjust, reach their full academic potential and exhibit positive school behavior. Follow-up sessions and an end-of-year review session with counselors, crisis teams and administrative personnel are an important part of the program.

Additional services include a Summer School Program, Suicide Survivor Program, Employee Grief Counseling Program and Parent Night.

Interagency collaboration

Children and Grief: Living with Loss is a cooperative effort of Hospice Northeast of Florida and the Duval County Public Schools.

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Appendix I

District Policies and Procedures-A
The Basic Rules of Seattle Public Schools (August 1987): *Things No One is Allowed to Do*

Criminal offenses

All of the behaviors on the list below are crimes under city, state or federal law and are prohibited. Students who engage in any of these criminal behaviors may have criminal charges brought against them. If students commit any of these crimes **or any other crime** while in school, on school grounds, on school district-sponsored transportation or at any school-sponsored event, they will be disciplined by the school district and normally will also be referred to the police to face criminal charges.

The school board has determined that these offenses and other crimes amount to "exceptional misconduct" warranting suspension for the first offense, provided that disciplinarians and hearing officers may grant exceptions in cases involving extenuating or exceptional circumstances, or after considering the background of the individual student.

- *Alcoholic beverages, illegal drugs and controlled substances*: Possessing,using, selling, distributing or being under the influence of alcohol, drugs or controlled substances.
- *Arson*: Intentional setting of a fire or causing an explosion.
- *Assault*: Being physically violent toward or making threats of violence to or taking indecent liberties with another person.
- *Burglary*: Entering or remaining unlawfully in a building with intent to commit a crime.
- *Extortion, blackmail, coercion*: Obtaining money or property by violence or threat of violence or forcing someone to do something against his or her will by force or threat of force.
- *False alarm*: Activating a fire alarm for other than the intended purpose of the alarm.
- *Interference with school authorities*: Interfering with the discharge of the official duties of district personnel by force or violence.
- *Intimidation of school authorities*: Interfering with the discharge of the official duties of district personnel by intimidation with threat of force or violence.
- *Malicious harassment*: Maliciously and intentionally intimidating or harassing another person because of that person's race, color, religion, ancestry or national origin.

- *Malicious mischief:* Intentionally causing damage to any property (including graffiti).
- *Possession of stolen property*: Knowingly receiving, retaining, possessing, concealing or disposing of stolen property.
- *Robbery*: Taking another's property by force or threat of force.
- *Theft*: Stealing.
- *Trespass*: Entering or remaining unlawfully in school buildings or on any part of school grounds.
- *Weapons and explosives*: Possessing or using weapons, explosives or other items capable of causing bodily harm.

School district offenses

In addition to criminal offenses, students are not allowed to engage in behaviors that disrupt or interfere with the educational process. Participation in any of the following behaviors in school, on school grounds, on school district-sponsored transportation or at any school-sponsored event may lead to disciplinary action.

- *Disruptive conduct*: Any conduct that interferes with the educational process, or with extracurricular activities, including such things as acts of hostility, abuse or harassment, whether verbal or physical, the disruptive use of radios and tape decks on school grounds, etc.
- *Fighting*: Mutual physical contact involving anger or hostility.
- *Fireworks*: Possession, use, distribution or sale of firecrackers or common fireworks.
- *Misrepresentation*: (a) Forging parent's, guardian's or any other person's signatures on any letter to the school or on any school document; or (b) cheating or plagiarizing, turning in another person's papers, projects, computer programs, etc., as your own.
- *Smoking or chewing tobacco*: Smoking or chewing tobacco anywhere, anytime, except in designated smoking areas for high school students at some high schools.
- *Rule-breaking*: Breaking school or school district rules.
- *Non-attendance*: Unexcused failure to attend all classes every day on time.
- *Disobedience*: Failure to comply with or follow the instructions of teachers and other school staff.

In addition to the above rules, each school will adopt and distribute to each student rules which will govern a student's conduct in that particular school. When students break the school rules, they will be disciplined.

District Policies and Procedures-B
City School District of the City of New York:
Chancellor's Regulation on Carrying Weapons in School. A-430, Students' Volume
Abstract

Any person carrying a weapon in a school building, facility or contract vehicle used to transport students to and from school poses a clear and present danger to other students and staff and is subject to suspension by a superintendent or the executive director of the Division of Special Education, as well as possible criminal or juvenile delinquency prosecution. As used hereafter throughout this *Regulation*, the term "superintendent" indicates the executive director of the Division of Special Education or his designee in suspensions involving special education students as defined in *Regulation of the Chancellor* A-445, and in suspensions involving other students, the community, borough or assistant superintendent, as appropriate. *Regulation of the Chancellor* A-440, Suspension of Other Than High School Students, and *Regulation of the Chancellor* A-441, Suspension of High School Students, governs the suspension of students carrying weapons, except as otherwise provided in this *Regulation*.

I. AUTOMATIC SUPERINTENDENT'S SUSPENSION AND SUMMONING OF POLICE

Possession of the following weapons will result in an automatic Superintendent's Suspension:

- Firearm (including a pistol, handgun and any gun small enough to be concealed on the body), firearm silencer and electronic dart gun;
- Shotgun, rifle, machine gun or any other weapon that simulates or is adaptable for use as a machine gun;
- Switchblade knife, gravity knife and cane sword (a cane that conceals a knife);
- Billy (club), blackjack, bludgeon, chucka stick and metal knuckles;
- Sandbag and sandclub;
- Slungshot (small, heavy weights attached to a thong);
- Explosive, incendiary bomb and bombshell;
- Dagger, stiletto, dangerous knife and straight razor; and
- Air gun, spring gun or other instrument or weapon in which the propelling force is a spring or air, and any weapon in which any loaded or blank cartridge may be used (such as a BB gun).

Possession of any of these weapons is totally proscribed for all

staff, students and school visitors, and it constitutes grounds for criminal arrest, regardless of whether the weapon is loaded. A police officer is to be summoned for the purpose of making an arrest. The Bureau of School Safety is to be notified immediately, and all procedures described in *Regulation of the Chancellor* A-412 are to be followed.

II. SUPERINTENDENT'S SUSPENSION AND SUMMONING OF POLICE AT THE DISCRETION OF THE PRINCIPAL

Mere possession of certain other articles is forbidden and, under most circumstances, will result in a Superintendent's Suspension. The Bureau of School Safety is to be notified immediately, and all procedures described in *Regulation* A-412 are to be followed.

Possession of the following articles is forbidden:

- Acid or other deadly or dangerous chemicals;
- Imitation pistol;
- Loaded or blank cartridges and ammunition; and
- Any deadly, dangerous or sharp pointed instrument that can be used as a weapon (such as broken glass, case cutter, chains, wire).

Before invoking a suspension, the principal, in consultation with the Bureau of School Safety, shall consider whether or not there are mitigating factors involved in the possession of a particular article, for example a nail file, for which a purpose exists other than infliction of physical or mental harm. However, when there are factors to indicate that an individual in possession of such an article has the intention of using it as a weapon in order to inflict physical or mental harm, the principal shall seek a Superintendent's Suspension and immediately summon the police for purposes of making an arrest.

III. CONFISCATION AND DISPOSAL OF WEAPONS AND OTHER DANGEROUS ARTICLES

When a person is found to be in possession of a weapon or other dangerous article as described in Sections I and II of this *Regulation*, the principal, the school guard or the police officer, depending on the circumstances, shall confiscate the article. In instances that do not require the police to be summoned, the article shall be given into the custody of the Bureau of School Safety.

Unless the police take custody of the weapon, the Bureau of School Safety shall retain its custody and when notified of the date of the suspension hearing shall present the article as evidence in the hearing. Upon notice that a weapons case involving suspension has been decided by the superintendent, or upon notice that a

weapons possession case will not entail a student suspension, the Bureau of School Safety shall dispose of confiscated articles by delivering them to the local police precinct.

IV. AUTHORIZATION FOR SUSPENSION FOR POSSESSION OF WEAPONS

At the request of the principal, the superintendent shall have emergency authority to invoke an automatic, emergency suspension of any student found to be in possession of any weapons described in Sections I and II of this *Regulation*. Any suspension for possession of weapons must be made by the superintendent. Principals' suspensions are not to be invoked in these cases.

District Policies and Procedures-C
Recommended Search Procedures and Techniques for School Administrators

General procedures

1. Always have an adult witness when conducting a search. This is for your protection as well as for strengthening testimony at the time of trial. What you don't need is to be on the witness stand and have the defense attorney ask you what happened to Johnny's $200 watch that was in his locker at the time you conducted your search. The purpose is, of course, to raise a "reasonable doubt" in the mind of just one juror that maybe Johnny did have a $200 watch and you stole it.
2. Whenever a female student is being questioned or searched, an adult female should be present. A male administrator should not leave himself open to charges or accusations of taking "liberties" with the female student.
3. Always conduct searches in such a manner as to reduce to a minimum any embarrassment to the person being searched.
4. When a student's locker is being searched, it is always advisable to have the student present. If more than one student shares a locker, have all parties assigned to the locker present when the locker is opened for the search. A word of caution: Having the student or students present does not mean allowing the student to open the locker or to be in close proximity to the locker. Stand the person against the opposite wall with another administrator when the locker is opened. This is for your personal safety. If the reason for the search is because you believe there is a gun in this particular locker, you don't want the student getting to it before you do.
5. Escort the student to the area where the search will be conducted. Never let the student out of your or the escort's sight

until after the search is completed. If the student is coming from a classroom, make sure all of the student's personal property is brought along. This includes books, pocketbooks, coats, jackets, hats, briefcases, lunch bags, etc. Don't allow any stops along the way. A quick visit to the bathroom, a stop to give a friend a message or any other ruse that will distract you or the escort will in all probability result in the loss or destruction of the evidence.

6. Plan ahead when a search is anticipated. Arrange for another adult to be available to assist you. Have the room where the questioning and search is to take place selected before the student comes to you. Have the room arranged so that a straight back, armless chair is provided for the student. Tell your secretary you do not want to be interrupted while questioning and searching the student.
7. When the student is brought into your office, have him or her remove all outer garments, i.e., coats, jackets, hats or sweaters; take possession of all objects the student is carrying; and have the student sit in the chair provided.
8. If the student has a briefcase, pocketbook or some other personal item in which the suspected item could possibly be hidden, ask the student if he or she objects to these items being searched. If the student's response is "yes," they do object, you probably will have a legal problem if you proceed with the search. The best suggestion for handling this situation is to have someone call the parents of the student and request that they come to the school. While awaiting the arrival of the parent, keep the student under constant observation. When the parent arrives, advise him or her of the circumstances and ask their permission to open and search the container. If the parent does not cooperate, suspend the student and have the parent remove the student from school.

Remember, your primary objective for conducting the search was to fulfill your legal duty to provide for the safety and welfare of *all* students and staff in your building, not to obtain evidence for trial.

Specific search techniques

1. *Search of a person.* Have the individual remove all items from his or her pockets. Set these items aside until after you have completed the search of the person. Place yourself to the side of the person being searched and, starting at the head, work your way down the side of the body where drugs, weapons or other contraband can be hidden. A favorite trick is to wear a necklace

or chain and have attached to the chain a container for drugs or even a small knife. Often the object attached to the chain will be hanging down the person's back, in the area between the shoulder blades. Another hiding place is to tape drugs or weapons to the inside of the forearm, thigh, waist, crotch or leg calf. When you have completed one side of the individual, walk behind the person and repeat the search procedure. Take your time. It is better to be thorough than to be too quick and miss the object you are searching for.

When you have completed the search of the individual, turn your attention to the items removed from his or her pockets. Take each item and examine it closely. Open up that pack of cigarettes and make sure the cigarettes are the only item in the package. Take the pocket lighter apart, pull the cotton wadding out of the base of the lighter and check that area. Unscrew ball-point pens, look inside eyeglass cases, and check the hatband and sweatband. When searching clothing, make sure you "crush" the material. Don't be satisfied with a light pat against a pocket. A small packet of drugs is not a bulky object and is easy to miss.

One common mistake, even by seasoned police officers, is to stop searching once the item being sought is found. *Don't stop searching until the person or object has been thoroughly searched.* Who's to say the individual has only one bag of marijuana or only one weapon. It's amazing what else you might find in a thorough and professional search.

2. *Search of lockers.* Start at the top shelf and remove each item from the locker. Thoroughly search each item as it is taken out and upon completion of the inspection of the object, place the object on the floor. Do not put anything back into a locker until the entire locker and its contents have been inspected.

Appendix II

Assessment Survey-A
Sample *Student* Crime and Violence Self-report Survey

The following questions are about things you or people you know may have done that are against the law. We hope that you answer *all* the questions, but if you find one which you feel you cannot answer honestly, leave it blank. Remember that no one in this school will see your answers.

1. Have any of your brothers ever been picked up by the police?
   ☐ Yes ☐ No ☐ I have no brothers

2. Have any of your sisters ever been picked up by the police?
   ☐ Yes ☐ No ☐ I have no sisters
3. How many of your *close* friends have been picked up by the police? (Please write a number) ____

For each act listed below, we would like you to answer the following questions. First, during your *life* have you *ever* done this? Check the correct response — *Yes* or *No*. Then go on to say how many times you have done this in the *past year or past month*. Please write down only *one* number for your answer. If your answer is never, mark 0. If you cannot remember the exact number of times you did something, write down the number that is your best guess.

4a. Have you *ever* been picked up by the police?
   ☐ Yes ☐ No
4b. How many times have you been picked up by the police in the *past year*? (Please write a *number*) ____
5a. Have you *ever* broken into a school and taken something?
   ☐ Yes ☐ No
5b. How many times have you broken into a school and taken something in the *past year*? (Please write a *number*) ____
6a. Have you *ever* pulled a weapon on someone while on school property?
   ☐ Yes ☐ No
6b. How many times have you pulled a weapon on someone while on school property? (Please write a *number*) ____
7a. Have you *ever* beaten someone up while on school property?
   ☐ Yes ☐ No
7b. How many times have you done this in the *past year*? (Please write a *number*) ____
8a. Have you *ever* been beaten up by someone while on school property?
   ☐ Yes ☐ No
8b. How many times have you been beaten up by someone while on school property. (Please write a *number*) ____
9a. Have you *ever* broken the windows of a school building?
   ☐ Yes ☐ No
9b. How many times have you done this in the *past year*? (Please write a *number*) ____
10a. Have you *ever* been suspended or expelled from school?
   ☐ Yes ☐ No
10b. How many times have you been suspended or expelled from school in the *past year*? (Please write a *number*) ____

11a. Have you *ever* taken things you were not supposed to take from a desk or locker at school?
☐ Yes ☐ No

11b. How many times have you done this in the *past year*? (Please write a *number*) ____

12a. Have you *ever* gotten into trouble with teachers, principals or other school authorities for using or possessing drugs?
☐ Yes ☐ No

12b. How many times have you done this in the *past year*? (Please write a *number*) ____

13a. Have you *ever* gotten into trouble with teachers, principals or other school authorities because of your use or possession of alcohol?
☐ Yes ☐ No

13b. How many times have you done this in the *past year*? (Please write a *number*) ____

14a. Have you *ever* drunk whiskey, gin, vodka or other "hard" liquor while in school?
☐ Yes ☐ No

14b. How many times have you drunk whiskey, gin, vodka or other "hard" liquor while in school in the *past month*? (Please write a *number*) ____

15a. Have you *ever* smoked marijuana (grass, pot) while in school?
☐ Yes ☐ No

15b. How many times have you smoked marijuana (grass, pot) while in school in the *past month*? (Please write a *number*) ____

16a. Have you *ever* used cocaine while in school?
☐ Yes ☐ No

16b. How many times have you used cocaine while in school in the *past month*? (Please write a *number*) ____

17a. Have you *ever* drunk beer or wine while in school?
☐ Yes ☐ No

17b. How many times have you drunk beer or wine while in school in the *past month*? (Please write a *number*) ____

18a. Have you *ever* used downers or barbiturates (reds, goofballs) while in school?
☐ Yes ☐ No

18b. How many times have you used downers or barbiturates (reds, goofballs) while in school in the *past month*? (Please write a *number*) ____

19a. Have you *ever* used uppers or amphetamines (speed, pep pills, bennies) while in school?
☐ Yes ☐ No

19b. How many times have you used uppers or amphetamines (speed, pep pills, bennies) while in school in the *past month*? (Please write a *number*) ____

20a. Have you *ever* sniffed glue or inhaled any other gases or sprays to get high while in school?
☐ Yes ☐ No

20b. How many times have you sniffed glue or inhaled any other gases or sprays to get high while in school in the *past month*? (Please write a *number*) ____

21a. Have you *ever* sold illegal drugs such as heroin, marijuana, LSD or cocaine while in school?
☐ Yes ☐ No

21b. How many times have you sold illegal drugs such as heroin, marijuana, LSD or cocaine while in school in the *past month*? (Please write a *number*) ____

22a. Has being high from alcohol or drugs *ever* affected your school performance?
☐ Yes ☐ No

22b. How many times has being high from alcohol or drugs affected your school performance in the *past month*? (Please write a *number*) ____

23. Do you belong to a gang?
☐ Yes ☐ No

24. Do gangs cause trouble at your school?
☐ Yes, a lot
☐ Yes, some
☐ Yes, a little
☐ Hardly any
☐ No
☐ Don't know
☐ There are no gangs at my school

25. How many times *this school year* have the following things happened to you? (Please write a *number*; if your answer is never, write a 0.)
(a) How many times this school year did someone steal something from your desk, locker or other place *at school*? ____
(b) How many times this school year did someone take money or things directly from you by using force, weapons or threats *at school*? ____
(c) How many times this school year did someone physically attack and hurt you *at school*? ____

Source: Paramount (California) School District.

Assessment Survey-B
Sample *Teacher* Crime and Violence Self-report Survey

1. *How many times* since the beginning of *this* school year have the following happened to *you personally in this school*? (Mark 0 if this did not happen to you this year.)
   Damage to your personal property ____ times this school year
   Theft of your personal property ____ times this school year
   Was physically assaulted ____ times this school year
   Was verbally abused or sworn at ____ times this school year
   Felt physically threatened ____ times this school year

2. How serious are the following problems in your school? (Circle one on the scale of 1 to 5.)

	No Problem	Small Problem	Moderate Problem	Fairly Big Problem	Very Big Problem	Don't Know
School vandalism	1	2	3	4	5	0
Physical attacks on teachers	1	2	3	4	5	0
Physical attacks on students	1	2	3	4	5	0
Violent incidents among students	1	2	3	4	5	0
Theft in the schools	1	2	3	4	5	0
Gangs	1	2	3	4	5	0
Alcohol use	1	2	3	4	5	0
Drug use	1	2	3	4	5	0
Drug selling	1	2	3	4	5	0
Carrying weapons	1	2	3	4	5	0

3. Is delinquency a problem in the neighborhoods surrounding your school? 1 2 3 4 5 0

4. Compared to *last* school year, would you say that crime in this school has increased, decreased or remained about the same? (Check one.)
   ____ Increased this year
   ____ Decreased this year
   ____ About the same this year

5. Approximately how many times since the beginning of this school year have the following misbehaviors forced removal of a student from your classroom? (If none, please mark 0.)
   ____ Verbal assaults on other students
   ____ Verbal assaults on the teacher
   ____ Writing on desks and walls
   ____ Being high on drugs
   ____ Physical assaults on other students

Source: Paramount (California) School District.

Assessment Survey-C
Sample Youth Gang Survey

Please circle the letters that most closely match your feelings:

SA = Strongly agree
A = Agree
U = Undecided
D = Disagree
SD = Strongly disagree

1.	I think it is all right for someone to write graffiti.	SA	A	U	D	SD
2.	I feel good about participating in recreation, sports, church or school programs with others my age.	SA	A	U	D	SD
3.	I feel good about my friends joining a gang.	SA	A	U	D	SD
4.	I feel good about working hard and doing my best in school.	SA	A	U	D	SD
5.	I would not care if my brother or sister joined a gang.	SA	A	U	D	SD
6.	I would like to have a tattoo put on me with the name of the gang from the neighborhood I live in.	SA	A	U	D	SD
7.	I always do whatever my friends want me to.	SA	A	U	D	SD
8.	If my friends join a gang, I will think about joining one too.	SA	A	U	D	SD
9.	I would feel good about myself if I joined a gang.	SA	A	U	D	SD
10.	I wouldn't mind joining a gang.	SA	A	U	D	SD
11.	I would like to miss a lot of school.	SA	A	U	D	SD

12. It doesn't matter what other people my age think of me.	SA	A	U	D	SD
13. I don't think anyone would care if I joined a gang.	SA	A	U	D	SD
14. There is nothing really wrong with gangs.	SA	A	U	D	SD
15. Being part of a gang would be fun.	SA	A	U	D	SD
16. I think my parents wouldn't mind if I joined a gang.	SA	A	U	D	SD
17. I am sure if I joined a gang it would not do anything to my parents.	SA	A	U	D	SD
18. I do not like being with people who use dangerous drugs.	SA	A	U	D	SD
19. If my friends tell me to do something, I will do it.	SA	A	U	D	SD
20. I would do what my friends do just to be accepted by them.	SA	A	U	D	SD
21. I feel the most important when I am around or with my friends.	SA	A	U	D	SD

Source: Paramount (California) School District.

Chapter IV

School security

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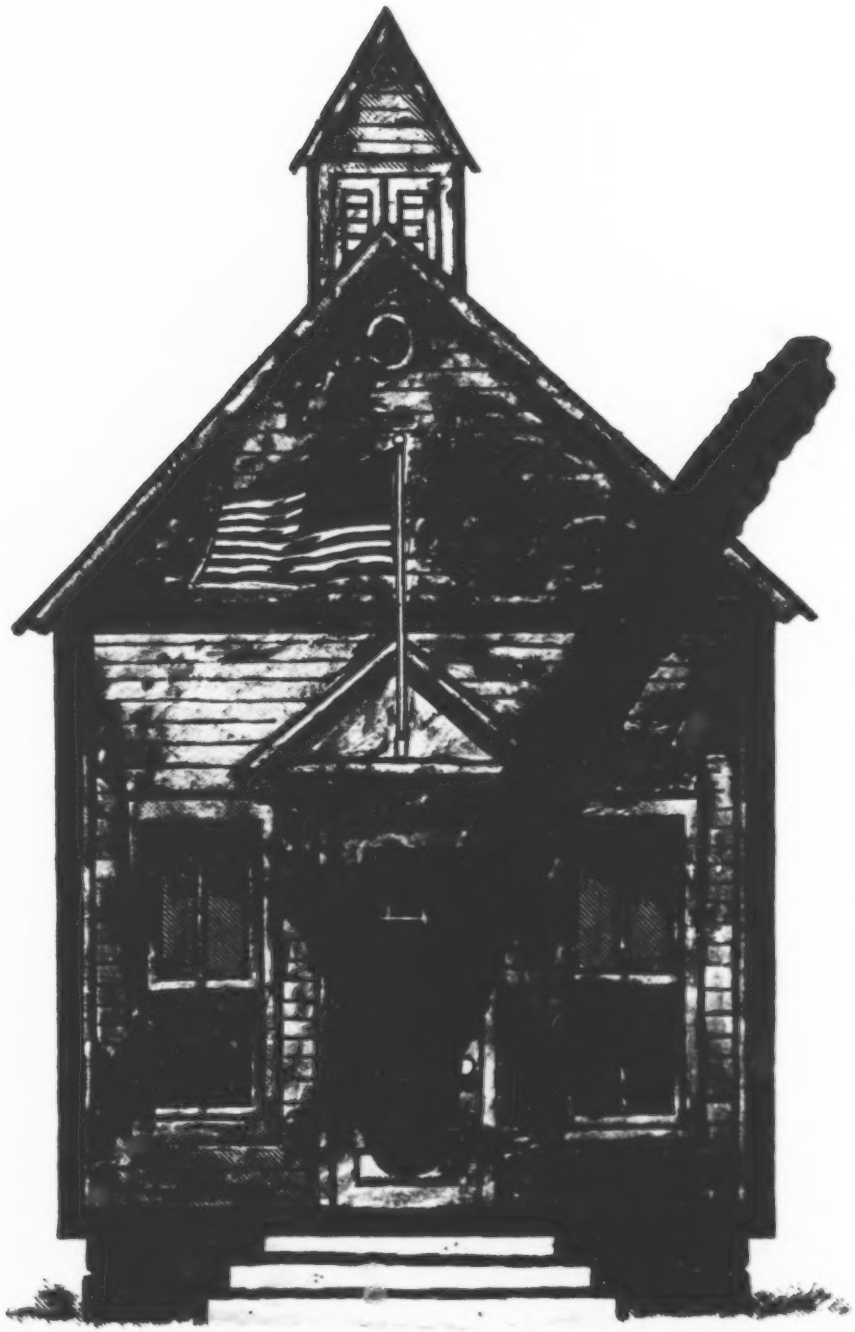

Chapter IV

School security

For many years, theft, vandalism and arson have helped erode the learning environment in schools throughout our nation. Crimes against school property continue to escalate as costs soar for school police and security staffs, their equipment, and the replacement and repair of lost property. The dramatic rise in cost for school insurance premiums has been a serious problem for education in recent years, and many schools have hired security or police officers to help patrol their hallways.

This chapter describes strategies to make schools *physically* secure. While most of the approaches also will reduce crimes against individuals, the primary focus of this section is the reduction of crimes against property. Research data, assessment tools, effective prevention and response strategies, and model programs are included.

The issues

American schools always have been attractive targets for vandalism, arson, theft and other criminal, malicious or mischievous activity. (Table 4-A defines these crimes.) Expensive equipment in schools that remain vacant on weekends and half of each weekday tempts criminals.

Beginning in the 1960s, schools faced a marked increase in financial losses from these crimes. While educators and criminal justice personnel have worked continually over the past two decades to control school crime, its drain on educational resouces continues. Because no uniform federal school crime reporting system exists, national statistics indicating dollar losses for school property crime are unavailable. (Table 4-B provides statistics for Los Angeles County Schools, which demonstrate the serious financial losses resulting from vandalism, arson, burglary and other property crimes.)

In addition to a monetary drain, acts of school crime also have significant social costs. The impact of racial epithets spray painted on a wall goes far beyond the expense of removing it. Abusive

Table 4-A
Definitions of Crimes Against School Property

Arson: The unlawful burning or attempt to burn school or personal property.

Burglary: Unlawful entry into any building, including any school building, with the intent to commit any felony or theft.

Theft: Unlawful taking of school or personal property with the intent to permanently deprive the lawful owner of its possession. Theft may be petty or grand, depending on the value of the property taken. Values distinguishing petty and grand theft vary from state to state.

Trespass: The unlawful entering of school grounds by persons not attending, not working or not having other legitimate business at the school. (Suspended students may be considered trespassers.)

Vandalism: A criminal and intentional act of defacing or destroying school or personal property.

Bomb incidents: Threatening to place, placing or detonating any explosive device on school property.

Note: These definitions are general. Consult area law enforcement agencies for specific local definitions.

words can destroy student morale, disrupt intergroup relations and undermine the authority of administrators. Incidents with high social cost can damage the educational process as much as those with high monetary loss.

In 1979, the California Legislature officially recognized school crime as a specific issue and outlined initial steps toward dealing with it. State lawmakers passed a bill creating a statewide school crime and violence reporting structure. Statewide uniform reporting was an important first step for several reasons. When districts underreport or overestimate losses, it results in unfair and inaccurate comparisons between schools and districts. State, county and local governmental agencies need accurate school crime statistics to develop or revise intervention and prevention programs. In addition, state lawmakers need accurate, complete information on school crime before enacting legislation to assist in school crime prevention. Inaccurate data make legal efforts somewhat sporadic, sometimes addressing the problems and sometimes missing them.

In 1982, 56 percent of California's voters approved Proposition 8, an initiative known as the "Victims' Bill of Rights." A portion of this measure (Article I, Section 28[c]) states that all students and staff in California public schools have the *inalienable* right to attend school on campuses which are safe, secure and peaceful.

Table 4-B
Offenses Against Property
Statistics for Los Angeles County Schools
(elementary and secondary)

	Vandalism	Dollar losses	Arson	Dollar losses	Burglary	Dollar losses	Thefts	Dollar losses
1986-87	13,179	4,340,945	248	2,181,398	3,889	1,515,308	2,332	726,501
1985-86	10,799	4,350,910	255	5,366,300	4,439	952,305	2,071	587,534
1984-85	21,615	6,663,332	184	3,660,060	4,455	1,629,472	3,573	721,181
1983-84	16,819	3,708,993	195	3,772,485	4,098	1,393,921	3,229	582,822
1982-83	17,977	3,641,058	208	1,322,634	4,923	1,569,667	3,661	667,484
1981-82	18,902	4,528,189	221	2,522,783	5,456	1,781,738	3,800	615,370
1980-81	20,907	3,836,735	309	2,484,530	6,050	1,766,111	3,643	296,071
1979-80	21,617	3,918,384	249	1,451,947	5,798	1,512,358	3,455	545,451
1978-79	20,705	2,897,039	400	3,760,394	5,588	1,343,506	3,512	569,159
1977-78	18,630	2,557,751	253	1,389,618	5,278	1,149,719	2,940	400,422
1976-77	19,724	2,611,713	217	1,818,351	5,171	921,523	2,930	331,633
1975-76	18,438	2,593,172	317	1,223,151	5,621	1,003,853	2,789	329,247
1974-75	17,685	2,586,576	303	701,702	6,239	1,047,163	3,352	391,889
1973-74	16,442	4,074,299	176	540,944	3,306	484,274	1,984	210,995
% of change — 1973-74 to 1986-87								
	−20%	+7%	+41%	+303%	+18%	+213%	+18%	+244%

Property offense totals

	Number of incidents	Dollar losses
1986-87	19,648	8,764,152
1985-86	17,564	11,316,026
1984-85	29,827	12,674,045
1983-84	24,341	9,458,221
1982-83	26,769	7,200,843
1981-82	28,379	9,448,080
1980-81	30,909	8,383,447
1979-80	31,119	7,428,140
1978-79	30,205	8,570,098
1977-78	27,101	5,497,510
1976-77	28,042	5,683,220
1975-76	27,165	5,149,423
1974-75	27,579	4,727,330
1973-74	21,912	5,310,512
Grand totals	370,560	109,611,047
% of change — 1973-74 to 1986-87		
	−10%	+65%

Source: The Standard School Crime Reporting Program, California State Department of Education, April 1988.

California's lawmakers responded to this mandate by approving a package of school crime bills. Assembly Bill 2483 was passed, again establishing a statewide standard school crime reporting program. Assembly Bill 1649 requires that the governing board of any school district prescribe student discipline rules and notify the

The most successful programs are those developed jointly by site administrators and others in the community. A school safety coordinating committee should include site administrators, certificated and classified staff, students, parents, community and school police or district security staff, as well as representatives from local law enforcement agencies.

parent or guardian of all registered pupils of the availability of those rules. The measure also requires that the rules be adopted by each school at least every four years and states the procedure for their adoption. Each school must file a copy of rules and procedures with the district superintendent and the governing board. Another component of the package was proposed as Assembly Bill 4600, which would require schools to adopt a school site safety plan and give annual progress reports toward the implementation of the plan at open and public meetings.

Assessing the problems

Accurate recording of school crime is essential. Before developing programs to improve security, educators need data to identify specific school security weaknesses. (The Appendix at the end of this chapter provides a check list to help identify security needs.) Administrators also are advised to review the physical layout of the campus to determine problem areas.

Information from the check list and security review should be evaluated along with data about school-related incidents. Security assessments must consider the frequency and seriousness of injury accidents; amount of damage to personal and school property, equipment and facilities; and number of criminal incidents on or off campus at school-sponsored events.

Data analysis makes it possible to initiate preventive measures based on past experience. For instance, a high incidence of crimes against property suggests the need for one or more of the following: the identification of property, fire and burglar alarms, key control procedures, night police patrols, campus police or security personnel, upgraded exterior lighting or implementation of a campus night darkness program. (See "Lights Out/Vandalism Hot Line" in the Sample Programs section.) Student education programs and campaigns involving parents, community and law enforcement agencies in campus security are other options.

Once areas of vulnerability are identified, educators are able to take action.

Prevention policies

When patterns of school crime are identified, prevention and response techniques can be implemented to make schools more physically secure. The most successful programs are those developed jointly by site administrators and others in the community. A school safety coordinating committee should include site administrators, certificated and classified staff, students, parents, community and school police or district security staff, as well as representatives from local law enforcement agencies.

Committee members should get information about successful school security techniques employed elsewhere and consider adapting them to the local site. A number of specific site protection measures are designed to prevent and respond to property loss. Local law enforcement crime prevention personnel also have valuable expertise in this area.

Target hardening, physical protection systems and school police or security personnel are the primary approaches to increasing site protection. Target-hardening techniques make a campus less vulnerable to damage. Physical protection programs include the use of key control programs, property identification and marking, and alarms and closed-circuit television systems.

Target hardening

School perimeters may be made safer by using these security approaches:

- When a choice exists, locate the school where it is visible from neighboring homes and businesses.
- Make entries, loading docks and administrative offices visible from the street.
- Provide vehicle access around buildings to permit night surveillance and access by emergency vehicles and fire equipment.
- Minimize blind spots by using crime-prevention landscaping.
- Keep school grounds free of gravel or loose rock surfaces.
- Paint directional signs on curbs or streets.
- Place dumpsters far enough away from school buildings so they do not serve as ladders to upper floors or roofs.
- Put meters, transformers, valves and other mechanical or electrical devices inside buildings or in locked, fenced areas.
- Mount flagpoles on the roof or provide nylon-covered wire halyards and locked cover boxes for halyard cleats.
- Limit roof access by securing exposed drains, window frames, stored items, decorative ledges, vehicles and other things onto which a person can climb or grasp.
- Limit walkway cover near second-floor windows.
- Install exterior lights with break-resistant lenses or mesh covers and light standards made of galvanized steel or concrete to illuminate the exterior of buildings and surrounding grounds.
- Remove exterior door handles from all but main doors to deny entrance to intruders.

Parking area recommendations include:

- Design parking lots to discourage through traffic cruising, and use speed bumps to reduce traffic speed.
- Reduce large parking lots to smaller units to decrease the imper-

sonality that encourages property damage.
- Mix faculty and student parking.
- Designate secured areas for motorcycle and bicycle parking.
- Prohibit student access to cars during school hours.
- Provide entries and exits with strong, lockable gates.
- Create a separate lot for students who have unusual hours of attendance, and monitor these entrances and exits.
- Identify all parking areas with large signs clearly stating access regulations.
- Use gates or removable bollards to keep unwanted traffic off walks and driveways.
- Construct gates of heavy-duty materials with crossbars *above* bumper height to discourage forced entry by cars.
- Locate parking lots where easy and direct visual observation is possible.

Playground security proposals include:
- Restrict or eliminate vehicular access from open grass areas or tennis courts.
- Plan playgrounds with separate activity areas. Keep vehicles out of sports and play areas and block their entry to other unauthorized areas.
- Fence off playgrounds from main school buildings and restrict or supervise activities around buidlings during non-school hours.
- Limit and supervise areas where students congregate.
- Locate playground equipment where school staff, neighbors and police patrols have good visual surveillance.
- Provide durably constructed playground equipment with a minimum of parts, tamper-proof fasteners and setscrews or tack welds on bolts. Wooden parts should be treated with fire-retardant material.
- Install drinking fountains that are recessed into exterior walls rather than freestanding fountains.
- Anchor trash cans to holders or anchor posts to prevent overturning or theft.

Landscaping contributes to school security if it incorporates these methods:
- Place trees at least 10 feet from buildings to prevent window and roof access.
- Trim trees to permit visibility from across campus.
- Plant shrubs with durable stems and limbs in large masses, making them less attractive to abuse than single shrubs.
- Plant shrubs with mature heights of two to four feet.
- Place prickly plantings next to walks and buildings to discourage

pedestrian traffic.

- Use fencing and gates with discretion, except for locations with a special need such as athletic fields and utility areas. Chain link fencing is advised because it allows visibility.
- Place high perimeter fencing with gates around all walks, driveways and construction sites near school facilities.
- Add barbed wire to the top of chain link fencing that could serve as a ladder to upper floors or roofs.
- Use heavy-duty padlocks on all gates. These locks should have common keys that permit school police or security personnel, local police, firemen and maintenance personnel to enter with minimal delay.
- Either implement a nighttime total darkness policy (See "Lights Out/Vandalism Hot Line" in the Sample Programs section.) or increase campus lighting to fully illuminate all areas.
- If a total darkness program is selected, turn off all interior and exterior lights when buildings are no longer in use at night. Total darkness has been shown to reduce losses and conserve energy.
- Implement a school neighborhood watch program and request area residents to report any nighttime campus activity or unusual lights to local police or a hot line number.
- If a policy of night lighting is selected, place wall-mounted or freestanding lights a minimum of 12 to 14 feet from the ground.
- Direct lights at the facility if the building is to be patrolled from the exterior or at the grounds around the facility if the building is to be patrolled from within.
- Increase illumination at potential points of access to the building.
- Provide automatic controls for light fixtures.
- Install lights with sodium or mercury vapor lamps for cost efficiency and better illumination. Lights should reduce shadow areas and provide illumination without glare.

Building security is improved with these design approaches:

- Avoid building designs that provide an institutional appearance.
- Minimize ornate, non-functional building decorations to reduce replacement costs.
- Design walls to prevent roof access.
- Install wall-mounted fixtures flush or recessed to eliminate handholds for climbing.
- Build walls a minimum of 12 feet high, using a mar-resistant material.
- Make roofs of fire-resistant or fire-retardant material.
- Design walls, stairwells and corridors for high visibility.
- Prohibit construction of half walls or freestanding walls attached to buildings.

Implement a school neighborhood watch program and request area residents to report any nighttime campus activity or unusual lights to local police or a hot line number.

- Avoid suspended tile ceilings, which are easily vandalized and often used to hide weapons, drugs and other items.
- Limit and supervise the entry and movement of persons on the school grounds and within school buildings.
- Provide a written description of visitor regulations to students, parents and community members, and post it at all entrances.
- Designate one entrance for visitors coming onto campus during school hours. This should be posted clearly and enforced at each entrance.
- Use I.D. cards or some other identification system for students.
- Prohibit the entrance of unauthorized visitors.
- Evaluate building access requirements and eliminate unnecessary doorways. The fewer doors, especially those with lock sets, the fewer security problems.
- Eliminate handles and locks on the outside of exterior doors used primarily as exits.
- Install doors constructed of steel, aluminum alloy or solid-core hardwood. Any necessary glass doors should be fully framed and made of burglar-resistant tempered glass.
- Secure double doors with multiple-point, long flush bolts.
- Eliminate recessed doorways.
- Use door hinges with non-removable pins.
- Place locks on all doors leading to high-risk areas.
- Do not use surface-mounted locks or locks with knob-mounted key access.
- Keep exposed hardware on exterior doors to a minimum.
- Install door frames made of pry-proof metal.
- Use pick plates, easily installed door security devices, to prevent tools and plastic cards from releasing door bolts.
- Install heavy-duty vertical strips dividing panes of windows or narrow moldings on the inside of double doors.
- Securely fasten the armored strike plate to the door frame in direct alignment to receive the latch easily.
- Use attractive, but sturdy, kickplates to minimize damage to doors.
- Provide fire doors in appropriate locations.
- Consider the location, size and necessity of windows.
- Avoid placing windows on the ground floor, if possible, and no lower than three feet from the floor unless they are protected. Avoid windows at the end of hallways where they are especially susceptible to damage and near outside play or gathering areas.
- Install interior window frames with putty.
- Use lexan, polycarbonate, fiberglass and other hard, scratch-resistant and break-proof coatings for windows.
- Install wire mesh security screens or grillwork where repeated

window breakage occurs.
- Avoid sliding or casement windows that create significant security risks.
- Leave no money in cash registers, and leave register drawers open when empty.
- Lock all cabinets not in use.
- Construct lavatory toilet partitions and their doors of laminated plastic with a mixed, dark color grain.
- Conceal as much lavatory piping as possible. Install concealed and automatic flush values and avoid tank-type flushing devices.
- In lavatories use alternatives to plate-glass mirrors and avoid using windows for ventilation. Fit the bottoms of lavatory doors with grills, if code permits.
- Lock and secure cafeterias/multipurpose areas, administrative offices, safes and vaults, science laboratories, music rooms, shop, arts/crafts rooms, student store/supply rooms, library/media centers, gyms, locker rooms and service areas.

Physical protection systems

Key control systems are among the most cost-effective and efficient security programs. Kentucky has developed an effective key control system. (Table 4-C lists the criteria to be met in establishing a key control system.) Property identification and inventory programs sponsored by local law enforcement agencies have generated wide community support during the last decade. Many schools have followed this example by marking all school equipment with identification numbers and the school's name.

This is a relatively simple and inexpensive process, and many local law enforcement agencies provide use of electric engraving tools at no cost. The engraving process should be coupled with a campaign informing students, school personnel and community members that items are marked and, therefore, easier to recover. Many local police departments provide small warning stickers to notify the public of property identification projects. The latest advancement is the use of microdots, a tiny dot that contains detailed identifcation information and is easily placed on an item.

Portable or easily sold school items always should be clearly marked. These include calculators, typewriters, computers, laboratory balances, tools, audio-visual equipment, shop equipment and kitchen appliances. Schools must combine the identification program with inventory procedures. Without a written record of school equipment and the assigned identification numbers, the system is ineffective as a deterrent to theft or for recovering stolen items. To itemize inventory, both serial and identification numbers should be recorded. Periodic physical checks are necessary.

Portable or easily sold school items always should be clearly marked. These include calculators, typewriters, computers, laboratory balances, tools, audio-visual equipment, shop equipment and kitchen appliances.

Table 4-C
Kentucky Schools Key Control System

Strict control and proper maintenance of all keys are essential to school security. Minimum criteria to be met in key control are:

a. The responsibility for lock and key control is assigned to a single individual.
b. All file keys and duplicates are kept in a steel key cabinet, under lock and key.
c. All keys are maintained and issued with strict supervision, including the requirement that each key issued must be signed for (using key-receipt tags).
d. Master keys are kept to a minimum and are retained by top administrative personnel only (principal, assistant principal and maintenance supervisor).
e. Appropriate fines or penalties are enforced when an employee loses a key.
f. Employees are never permitted to have a duplicate key made on their own.
g. Keys are always collected from employees who terminate or transfer.
h. All keys are collected and logged at the conclusion of the school year; the key-control system is re-evaluated, and inadequacies are corrected, before keys are reissued.
i. Tumblers in vital locks are changed if keys are permanently lost or stolen.

Source: Vandalism and Theft in Kentucky Schools; Vol. II, School Security and Control. *Kentucky Department of Justice, Office of Crime Prevention.*

Anchor pads and other locking devices installed on portable equipment, such as typewriters, computers and audio-visual devices, discourage thefts from outsiders, employees and students. Put computers and other expensive equipment in well-secured rooms with appropriate locks.

Alarm systems are only one part of a complete security system, which includes hardware, construction and school design. Since alarm systems are only as good as those monitoring and responding to them, it is unwise to allocate resources for an expensive system if school personnel and local law enforcers are unfamiliar with its features and unable to respond appropriately.

A properly working alarm system reduces burglary, vandalism and fire losses. Knowledge of the system can serve as a deterrent to would-be violators, and effective responses to alarms can increase apprehension of criminals. Alarms protect property after the staff has left campus, and a wide variety of equipment is available to meet individual school needs and budgets. Several districts may choose to share monitoring to reduce operating costs.

Alarm systems have disadvantages as well. It is expensive to install a system providing comprehensive protection, and an improperly designed or applied system is costly and troublesome when

false alarms occur. Systems usually restrict the use of buildings by staff members during non-school hours, and school building and campus layouts often make a comprehensive system difficult to design. Because systems require monitoring and repair, they constitute a continuing expense to schools. In addition, relying too much on a system can create a false sense of security. No alarm system is 100 percent reliable. Procedures to deal with false alarms should be outlined to respond to this inevitability.

If school personnel decide an alarm system is practical, an independent consultant or security specialist familiar with campus needs, rather than the distributor or manufacturer, should design the system. Local law enforcement crime prevention officers, school security directors, plant maintenance directors or private security consultants should be engaged.

Closed-circuit television is another component available for school security programs. These systems require trained monitors, adding operating costs to an already expensive investment. A motion-detecting lens that responds to movement by sounding an alarm or activating videotaping equipment can be added. The high cost makes this approach practical only when security risk and equipment value are high. Newer systems are dual-purpose, providing both protection and the monitoring of utilities, which can signigicantly reduce utility costs.

Police and security personnel

Having police or security personnel on campus is disturbing to some people, and proposals for such programs often spark controversy. However, a police or security staff may be needed to respond to the serious problems threatening students and educators. As one educator observed, at one time he thought having school police or security people in schools meant you didn't like kids, but now he knows it means you do.

School police or security personnel provide a daily law enforcement presence on campus. Officers patrol school grounds, parking lots, bathrooms and hallways; check student and visitor identifications; and handle truants, class cutters, trespassers and disruptive students. They investigate all criminal complaints, prevent disturbances during school and at school-sponsored functions, and counsel students and school personnel on legal and safety-related matters.

The most successful programs do not resemble paramilitary operations but reflect a carefully balanced collaboration between educators and police or security personnel. School police or security officers are members of the educational support staff and are specially trained technicians who work directly with students

School police departments, which staff full-time professional law enforcement personnel, are the choice of many large school districts experiencing increasing incidents of crime and violence. Rather than having formal working relationships with local police departments, districts create their own police force, in accordance with state law.

to identify, prevent and solve campus crime problems. Law enforcement personnel also can help to educate students by teaching classes on law, government, drugs, child abuse and other related topics.

School districts also may employ the services of public law enforcement officers. Personnel brought in from community law enforcement agencies may be used for school security duties, counseling or educational tasks. This approach provides trained staff familiar with established communication and reporting systems. The number of officers used varies according to need, and no school district employment screening or training is required. However, some programs do allow schools to screen which officer is to be assigned, and many programs include a training module. When local law enforcement personnel are used, rarely does anyone question their authority, which extends beyond campus boundaries. This creates a prestigious, highly visible, armed and uniformed law enforcement presence.

There are disadvantages to such a force, however. Some students and staff may resent an armed, uniformed police presence on campus. Because these officers are responsible to an authority other than the school board, sworn police officers may lack flexibility in responding to delinquent behavior. In addition, if schools are required to pay for their services, this protection is expensive.

Traditionally, contract security forces have been a popular school security presence. Generally, schools hire a security company to provide services as needed to prevent disruptions and protect property after school hours. These services are economical, the size of the force can be varied according to need, and usually the school can dictate how guards are dressed and armed. Such assignments are at the discretion of school authorities, and schools maintain summary rights of dismissal against unsatisfactory personnel.

On the negative side, contract guards have a high turnover rate and personnel are sometimes poorly trained and educated. These guards may also lack a commitment to and understanding of the school's educational philosophy, and they may lack insight into student problems. Students and staff may express disrespect for "rent-a-cops." The school district may not be able to conduct complete pre-employment background checks or may encounter problems with contractors who do not properly supervise guard personnel. Finally, there is some uncertainty about the school's liability for misconduct or errors by contract guards.

School police departments, which staff full-time professional law enforcement personnel, are the choice of many large school districts experiencing increasing incidents of crime and violence. Rather than having formal working relationships with local police

departments, districts create their own police force in accordance with state law. Police personnel are selected by the school system to which they are soley responsible. Personnel with a commitment to educational programs and with an interest in youth are recruited. The school system determines if the police officers will carry arms or wear uniforms and can stipulate reporting procedures. This approach allows flexibility in handling delinquent behavior, and district police forces provide an in-house unit for quick emergency responses. A police agency must meet the same requirements as the city jurisdiction.

A disadvantage to maintaining a district police force is its higher cost. The district must provide salaries and benefits, and this program must come from the general budget. It is difficult to increase the size of the unit quickly and special training programs are required. It is also possible that a conflict over jurisdiction may arise between district and community law enforcement departments.

Prevention strategies

Schools can take other preventive measures that directly involve students in reducing property crime and other threats to school security:

- Written school policy should stipulate that vandalism is a crime, not a prank, and requires a law enforcement response. Policy statements also should specify that bomb threats or bomb placement on school property is viewed as an act of terriorism and indicate community police will respond to these cases.
- Vandalism incentive funds, established by the school, district, community or local businesses, are used to pay for repairs after vandalism incidents. Students and community members should know that money unspent at the end of the school year will revert to the school for its chosen use.
- Student school beautification and improvement projects increase student pride and responsibility.
- School and community pride programs enlist students, teachers and community members to achieve excellence, which includes a crime-free environment. Photo, essay and poster contests can stimulate interest.
- Adopt-A-School programs encourage community organizations and businesses to affiliate with a campus to improve its educational or physical image. The community sponsor can contribute leadership and financial support.
- "Youth Crime Watch" programs recruit students to report incidents on school campuses and help reduce robberies, thefts and trespassing.
- Task forces, which include educators, students, community mem-

bers and law enforcers, can work to develop community awareness and specific solutions for campus problems.
- Vandalism forums, sponsored by school and law enforcement agencies and held in the community, inform citizens of the causes and costs of school vandalism.
- Informational assemblies and curriculum units advise students of the direct costs of vandalism and other school property crimes.
- Extended use of school facilities deters vandals, who begin to feel the school is constantly occupied. Community groups, local colleges and universities, and law enforcement agencies can be encouraged to use school facilities on evenings and weekends.
- School personnel should secure, inventory and monitor chemical storage areas.

Response strategies

When laws and school regulations are violated, schools must employ response measures that will complement law enforcements efforts:
- Punishment, counseling and diversion efforts should be used with students who have a history of school crime.
- Enlist the support of local businesses to donate cleanup materials to be applied by vandals when caught.
- Initiate "School Watch" programs and provide students and community members with phone numbers to be called if they witness suspicious or criminal behavior. Permit callers to remain anonymous.
- Establish secret witness and reward programs that allow students and community members regular access for reporting incidents while remaining anonymous.
- Negotiate with the city or county to locate and remove school and community graffiti and support intervention and diversion programs for minor offenders and high-risk youth.
- Provide Saturday cleanup and fix-it options for first-time, minor offenders as restitution.
- Recruit students to serve on "rub-out" squads to clean up school or community graffiti immediately after it is discovered.
- Publicize the penalties of suspension or expulsion and arrest for vandalism and graffiti offenses.
- Encourage and assist with the prosecution of those suspected of arson, vandalism, bomb threats, burglary and theft.
- Repair damage immediately to deny vandals the opportunity to admire their work and to minimize its social impact.
- Establish restitution procedures to identify those guilty of property crimes and to require payment from them for damage caused. (Table 4-D is a restitution policy adopted by the Orange

Table 4-D
Orange (California) Restitution Policy

It is the intention of the Board of Education to seek redress of any individual, in the amount of the damage for any act of vandalism committed by that individual, or from the parents of that individual if a minor.

Vandalism includes, in the present sense, negligent, willful or unlawful damaging or taking of any district-owned real or personal property. The parent or guardian having custody or control of a minor who commits an act of vandalism cannot be held liable for more than $7,500 for that act, except that the parent or guardian may also be held liable for any reward not exceeding $7,500, paid pursuant to Section 53069.5 of the Government Code.

Any pupil, or the parent or guardian of any minor pupil, shall also be held liable for all property belonging to the school district lent to the pupil or individual and not returned on demand of the district. Any pupil of the district who commits an act of vandalism may also be liable to disciplinary action by the district.

Source: Orange (California) Public Schools.

Unified School District Board of Education [California].)

- Institute *youth* courts with student juries to try vandalism cases and recommend action to the school administration.
- Provide school staff with written procedures to respond to bomb threats. (Table 4-E is a written policy statement.) Bomb threat procedures should be accompanied by an incident report form. (Table 4-F is a model form.)

Table 4-E
Response Procedures for
Bomb Threat, Bomb Found and Bomb Explosion

Bomb threat

- Call the police.
- Evaluate the threat. On the basis of evidence, experience and judgment, is the threat credible?

  Evidence:
  1. Sign of illegal entry into the school.
  2. Report of missing chemicals.
  3. No sign of illegal entry.

  Experience:
  1. All other bomb threats have proven to be a hoax.
  2. Tests are scheduled for today.
  3. Today is the first warm day of spring.
  4. Today is Senior Skip Day.
  5. Your school is playing its rival school in an athletic event.
  6. The caller was obviously a youngster and there was giggling in the background.
  7. Unexplained student unrest.
  8. Employee strike.

  Judgment:
  1. Based on all the available information, the threat is or is not credible.
- Conduct a limited search of the building.
- Consult with the police on the scene.

Device found

- Call the police.
- Isolate the area.
- Evacuate the school by stages. Do not pull the fire alarm as this may require students and staff to walk directly near the device — evacuate by room starting with those rooms nearest the device.
- Do not handle the suspected device — leave that to the experts.
- Re-enter the building only after being advised to do so by the officer in charge.

Explosion

- Assuming for the moment that the person in charge did not cease to exit as the result of the explosion, and the phones still work, all of the following suggestions are applicable:
  1. Call the police and fire departments.
  2. Evacuate the remainder of the building.
  3. Develop a list of casualties.
  4. Call your lawyer; this is particularly important in those cases in which a bomb threat had been received and you made the decision not to evacuate the school.
- Pending arrival of emergency equipment and additional help, get the students and staff to a safe location and maintain control of the students.
- Whether or not the building will be reoccupied will be a decision made by the fire department and/or the police department; in either case, the following steps will need to be followed:
  1. Notify the superintendent.
  2. Establish an information center staffed by senior officials who will be able to handle all inquiries about injured persons and the status of the school.
  3. Arrange transportation for the students should the school be closed.

Taken from Effective Strategies for School Security *by Peter D. Blauvelt, Reston, Virginia: National Association of Secondary School Principals, 1981.*

Table 4-F
Bomb Threat Report

Time and date reported: _____
How reported: _____
Exact words of caller: _____
_____
_____
_____
_____

Questions to ask:

1. Where is the bomb to explode? _____
2. Where is the bomb right now? _____
3. What kind of bomb is it? _____
4. What does it look like? _____
5. Why did you place the bomb? _____
6. Where are you calling from? _____

Description of caller's voice:
Male _____ Female _____ Young _____ Middle-Aged _____ Old _____
Tone of voice:
Serious _____ Joking _____ Giggling or laughing _____
Sounded tense _____ Sounded very sure _____ Sounded unsure _____
Had an accent? _____ If so, what kind? _____
Is voice familiar? _____ If so, whose? _____
Were there any background noises? _____
Other voice characteristics: _____
Time caller hung up: _____ Action taken: _____
_____
_____
Name, title, address, telephone number of recipient: _____
_____
_____
Action take by recipient: _____
_____
_____

Sample programs

Beginning in the 1970s, several collaborative approaches to solving school property losses were adopted by schools and communities across the nation. Some focused on target-hardening techniques for improving school security while others concentrated on vandalism and property loss prevention. Examples of successful programs follow. (Note: Schools or organizations with programs that combat property loss are encouraged to submit a description of their program to the National School Safety Center. These programs will be reviewed for addition to the Center's clearinghouse resources.)

Anti-Vandalism Incentive Program

Oakland Public Schools District
1025 2nd Avenue
Oakland, California 94606
415/836-8274

Background and objectives

The new superintendent for Oakland Public Schools in 1975 learned there was no districtwide plan to combat vandalism, which cost the district nearly $1 million for the 1975-76 school year. A district Violence and Vandalism Reduction Task Force, representing administrators, students, teachers and the community, was formed and set as its goal to reduce vandalism costs by 25 percent in the first year.

Program description

School sites were required to form vandalism control committees representing staff, students and parents, as well as to prepare site plans, anti-vandalism instructional units and fixed procedures to deal with offenders. A districtwide reporting system and key control policy was adopted. The major intervention component was a cash incentive program, which shared district savings from vandalism reduction with those schools contributing to the decrease.

Vandalism costs dropped to approximately $550,000 the first year and $243,409 the second. Schools earned a percentage of the amount they saved on vandalism costs compared with the preceding year. Eventually, the amount saved declined as vandalism was reduced annually. District resources eventually were directed to other programs, and the incentive program was phased out after a significant reduction in vandalism had been accomplished. In 1984-85, the district funded a second incentive project targeting 15 schools experiencing special vandalism problems.

Interagency collaboration
While Oakland financed its own incentive program through district funds, community members helped develop and support the project.

Lights Out/Vandalism Hot Line Program
Portland Public Schools Police Department
501 N. Dixon Street
Portland, Oregon 97227
503/249-3307

Background and objectives
Portland Public Schools decided to implement an unconventional approach to campus crime reduction in 1981. Modifying existing programs in Reno, Nevada, and San Diego, California, the Portland Public Schools Police Department implemented an energy conservation and crime-reduction program.

Program description
The Lights Out program requires total darkening of all exterior and interior lighting once the school is secured for the night. Campus neighbors have a 24-hour district police phone number to call if any suspicious light or activity occurs. At night, custodians leave school window coverings open one foot at the bottom to provide a clear space for neighbors to view activity and to increase the feeling of vulnerability in burglars and vandals. The hot line, which allows people to make anonymous tips about crimes or questionable activity, is an essential part of the program.

Double savings resulted from the program. The district saved about $200,000 annually in reduced kilowatt consumption compared with 1980. Between 1981 and 1985, district crime and vandalism averaged 54 percent less annually than the 1980 cost. Alarm systems also have been installed in 98 of the district's 103 schools, and vandalism after school hours has become almost non-existent.

The darkness system succeeds because (1) darkness conceals witnesses as well as criminals, (2) burglars need light to move in unfamiliar rooms, (3) the smallest light appears to be a spotlight in complete darkness, (4) any noise or light alerts neighbors, (5) vandals need light to get satisfaction from painting graffiti or other destruction, and (6) social interaction between vandals is diminished. A district spokesman noted that while lighting empty homes can deceive criminals into thinking someone is home, everyone knows schools are empty at night so lighting offers few advantages. One or more good leads providing information on crime or suspicious activity are received weekly by hot line operators.

Campus neighbors have a 24-hour district police phone number to call if any suspicious light or activity occurs. At night, custodians leave school window coverings open one foot at the bottom to provide a clear space for neighbors to view activity and to increase the feeling of vulnerability in burglars and vandals.

Interagency collaboration
In addition to favorable media coverage introducing the Lights Out and Hot Line programs, the key supporters of these programs are school neighbors. During the summer of 1981, when district day security staff experienced a reduced, non-school workload, officers contacted 2,812 residences to explain the program and to distribute informational brochures and stickers with the 24-hour hot line phone number. Printing, the only extra expense, cost $93. Contacting new neighbors is now done by school administrators, custodians and PTA members.

Vandalism Intervention Program
Los Angeles County Office of Education
9300 East Imperial Highway
Downey, California 90242
213/922-6291

Background and objectives
To combat growing vandalism problems in Los Angeles County schools, the district conducted a three-year study (1980-1983) to determine if creating a positive school environment could displace previous influences that stimulated vandalism. The project sought to assess a new teacher training package developed to reduce school vandalism and to evaluate any changes in teacher and student performance.

Program description
Eighteen elementary and junior high schools from the 12 Los Angeles County school districts were selected because they maintained data collection systems on vandalism costs. Nine schools randomly were assigned to an experimental project group and the other nine were the control group.

The intervention program had several components. A team was established on each campus to develop schoolwide vandalism reduction programs. Consultants met on site with selected teachers and program personnel. During the first year of the program, a series of 10 staff development workshops was conducted over an eight-month period.

Workshop topics included conditions that foster school vandalism and disruption, anti-vandalism programs, positive and negative reinforcement, identifying reinforcers, modeling, response costs, time-out, over-correction, and punishment and its side effects. Other sessions focused on practical applications and covered improving staff morale, teaching students to seek positive recognition and to reinforce teachers, evaluating assessment methods, adapting

material to student reading levels, employing positive reinforcement techniques, and developing effective school discipline plans of positive and negative consequences for behavior.

The study found statistically significant reductions in vandalism for two consecutive years for those schools participating in intervention programs. For details on the program and its results, consult "Preventing School Vandalism and Improving Discipline: A Three-year Study," *Journal of Applied Behavior Analysis*, Winter 1983, pp. 20-34.

Interagency collaboration

The project was jointly funded by an Elementary and Secondary Education Act, Title IV-C Grant, and the Los Angeles County Superintendent of Schools. Program personnel came from California State University, Los Angeles. Local law enforcement agencies helped site administrators evaluate security patterns and needs while local social service agencies provided counseling services for "at-risk" students.

Vandals and their parents must be recruited to participate in P.A.V.E. programs, which promote the concept that vandalism hurts people, not just property. P.A.V.E. informs offenders and parents about vandalism as a crime and its criminal and civil penalties.

Police Anti-Vandalism Education (P.A.V.E.)

Nassau County Police Department
Community Projects Bureau
1490 Franklin Avenue
Mineola, New York 11501
516/535-7920

Background and objectives

The Nassau County Task Force on Vandalism was established in 1980. The Task Force urged the establishment of a Police Anti-Vandalism Education (P.A.V.E.) program to work with known vandals. The Community Projects Bureau of the County Police Department designed and implemented the program.

The first P.A.V.E. program began in 1981. Vandals and their parents must be recruited to participate in P.A.V.E. programs, which promote the concept that vandalism hurts people, not just property. P.A.V.E. informs offenders and parents about vandalism as a crime and its criminal and civil penalities.

Program description

P.A.V.E. presentations are 2½ hours long and are given on the second Tuesday of each month at the Nassau County Police Department.

The P.A.V.E. program is successful, according to follow-up statistics indicating the recidivism rate for vandalism dropped to one-half of one percent for those youths attending the P.A.V.E.

Phase three proved to have the greatest impact, reinforcing the first two phases. During this part of the program, high school leaders selected 12 to 15 classmates from each of the four high school grade levels to speak with elementary and middle school students about causes of vandalism and theft and the need to control them.

program. Further, law enforcement records indicate a general decrease in vandalism offenses within the County of Nassau.

Interagency collaboration
P.A.V.E. programs are designed and taught by trained law enforcement officers from the Nassau County Police Department and certified counselors from a variety of county youth-serving agencies.

Officers working in P.A.V.E. are members of the Youth Patrol section of the Community Projects Bureau. They are part of a group of 16 officers working directly in the school and community to prevent acts of juvenile crime, especially vandalism, through education and enforcement. These officers regularly teach elementary and secondary students the P.A.V.E. concept that "vandalism hurts people, not just property." During the summer, these officers also conduct an anti-vandalism patrol in the community.

Vandalism and Theft Reduction
James Madison Memorial High School
201 South Gammon Road
Madison, Wisconsin 53717
608/833-2020

Background and objectives
In 1975, administrators at Madison High School studied accumulated property and vandalism offense losses. Following this, a program was implemented to identify motives and causes of student vandalism and theft and to develop long-range methods to curtail such actions.

Program description
The program employed the successful behavior modification techniques identified by L. Kohlberg and E. Turiel (*Recent Research in Moral Development*, New York: Holt, Rinehart and Winston, 1971).

The three-phase program began with education/prevention and deterrence/apprehension stages. Phase three proved to have the greatest impact, reinforcing the first two phases. During this part of the program, high school leaders selected 12 to 15 classmates from each of the four high school grade levels to speak with elementary and middle school students about causes of vandalism and theft and the need to control them. These students attended training sessions, discussed and learned written scripts, and visited schools on a regular basis. The message was clearly stated: "Everybody's not doing it, and you have the responsibility to stop it." These efforts were monitored and reported by local television

and newspapers, which reinforced such positive behavior throughout the community.

The program has shown a steady decrease in yearly vandalism costs, from $7,400 in 1975 to less than $1,200 for 1987, as well as a significant decrease in the number of vandalism incidents. (Additional information is available in "A Three Phase Program to Curb Vandalism and Theft in Schools" by John R. Olson. ERIC Document ED199289, 1980.)

Interagency collaboration

The Madison High School project is primarily an intraschool effort. The program has no community sponsor but requires cooperation between the high school administrators and feeder school staff. The local media have promoted the project by announcing anti-vandalism awards, peer counseling efforts and crime-reduction reports.

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Appendix

Assessment Survey
Security Check List

Give your school a thorough crime prevention inspection now. Use this check list as a guideline to determine your school's strengths and weaknesses.

Organization	Yes	No
1) Is there a policy for dealing with violence and vandalism in your school? (The reporting policy must be realistic and strictly adhered to.)	____	____
2) Is there an incident reporting system?	____	____
3) Is the incident reporting system available to all staff?	____	____
4) Is there statistical information available as to the scope of the problems at your school and in the community?	____	____
5) Have the school, school board and administrators taken steps or anticipated any problems through dialogue?	____	____
6) Does security fit into the organization of the school? (Security must be designed to fit the needs of the administration and made part of the site.)	____	____
7) Are the teachers and administrators aware of laws that pertain to them? To their rights? To students' rights? Of their responsibility as to the enforcement of and respect for rules, regulations, policies and the law?	____	____
8) Is there a working relationship with your local law enforcement agency?	____	____
9) Are students aware of expectations and school discipline codes? Are parents aware?	____	____
10) Are there any actual or contingency action plans developed to deal with student disruptions and vandalism?	____	____
11) Is there a policy as to restitution or prosecution of perpetrators of violence and vandalism?	____	____
12) Is there any in-service training available for teachers in the areas of violence and vandalism and other required reporting procedures? (There must be training at all levels.)	____	____
13) Is there a policy for consistent monitoring and		

evaluation of incident reports? ____ ____

14) Is the staff trained in standard crime prevention behavior? ____ ____

Existing security system

1) Have there been any security problems in the past? ____ ____
2) Are there specific staff assigned or trained in security awareness? ____ ____
3) Is there an existing alarm system? ____ ____
4) Do you have intrusion-detection equipment? Have you consulted with an expert? ____ ____
5) If you have an alarm system, do you as an administrator know its capabilities and limitations? Do teachers and staff understand the basic working of the alarm system, so as to prevent leaving the security areas in such a condition as to cause needless false alarms? ____ ____
6) Do you have a policy as to alarm response and does everyone involved clearly understand their responsibilities? ____ ____
7) Is the system centrally located? ____ ____
8) Is it local? ____ ____
9) Is it a police alarm? ____ ____
10) Is there a policy for consistent maintenance and testing of the system? ____ ____
11) Do some members of the custodial staff work nights and weekends? ____ ____
12) Are valuable items of property identified? ____ ____
13) Are valuables properly stored? ____ ____
14) Are high-target areas properly secured? ____ ____
15) Is there a key control system? ____ ____
16) Is there a visitor procedure? ____ ____
17) Do students have I.D. cards or other identification? ____ ____
18) Do all employees have I.D. cards? ____ ____
19) Is there a policy for intruders, those who loiter or non-students on campus? (To insure a safe campus, violators should be arrested.) ____ ____
20) Is there proper visibility of parking areas? ____ ____
21) Is there supervision in hallways, corridors and other congregating places for students between classes, at lunch, and before and after school? (Teachers and staff must participate in supervision.) ____ ____

22) Is the school designed with crime prevention in mind (landscaping, fencing, parking and exterior lighting)? ____ ____
23) Is there a light/no-light policy for after school hours? ____ ____
24) Whenever possible, is vandal damaged repaired immediately? ____ ____

Target hardware/perimeter

1) Is there proper fencing around adjacent areas and target areas? ____ ____
2) Are gates properly secured with working locks? ____ ____
3) Is the perimeter free of rocks or gravel? ____ ____
4) Are signs properly posted as to rules and enforcement? ____ ____
5) Are signs properly designed for crime prevention? ____ ____
6) If there is exterior lighting, is it properly directed? Is there proper intensity? Are target areas well lighted? Are there shadows? ____ ____
7) Are all grips, window ledges, roof accesses and other equipment that could be used for climbing properly secured? ____ ____
8) Are all items removed from the building area that could be used to (1) break in or (2) stand and climb on? (Examples: lumber, ladders.) ____ ____
9) Is the school designed for vandal-resistant walls? ____ ____
10) Do the texture, color, etc., act to deter vandal activity? ____ ____

Target hardware/exterior

1) Is there a key control system? ____ ____
2) Are outside handles removed from doors used primarily as exits? ____ ____
3) Are first-floor windows non-existent or properly secured? ____ ____
4) Is broken window glass replaced with plexiglass or other break-resistant material? ____ ____
5) Are school facilities kept neat and in good repair? ____ ____
6) Are school facilities sectioned off to limit access by evening users? ____ ____
7) Is after-hours use of playground facilities consistently and closely monitored? ____ ____

8) Are protective screens or window guards used? ____ ____
9) Can any door locks be reached by breaking out glass? ____ ____
10) Are your locks in good condition? ____ ____
11) Are doors equipped with security locks in mind? ____ ____
12) Are all exit doors secured by either deadbolt locks or chains and locks that will limit easy escape of vandals and/or burglars? ____ ____
13) Are locks maintained regularly and changed when necessary? ____ ____
14) Are doors constructed properly? ____ ____
15) Are door frames pry-proof? ____ ____
16) Are high-target areas (such as the shop, administrative offices, etc.) sufficiently secured? ____ ____

Target hardware/interior

1) Is school property permanently and distinctly marked? ____ ____
2) Has an inventory been made recently of school property? ____ ____
3) Are school files locked in vandal-proof containers? ____ ____
4) Are valuable items thieves can easily fence (such as typewriters, calculators, etc.) properly locked up or secured when not in use? (Valuable items should be stored in a security room or bolted down.) ____ ____
5) Is all money removed from cash registers? ____ ____
6) Are cabinets properly secured? ____ ____

Security system

1) Are there specific persons designated to secure buildings following after-hours activity? ____ ____
2) Is someone made responsible for overall school security procedures? ____ ____
3) Do job descriptions include vandalism prevention duties? ____ ____
4) Are security check lists used by school employees? ____ ____
5) Through as many channels as possible, are vandalism costs made known to taxpayers? ____ ____
6) Do local law enforcement agencies help and advise on vandalism prevention? ____ ____

7) Are administrators, teachers and students urged to cooperate with police? ____ ____
8) Is evening and weekend use of school facilities encouraged? ____ ____
9) Do law enforcement or security personnel monitor school facilities during school hours? ____ ____
10) Do law enforcement personnel, parents or students patrol the grounds after school hours? ____ ____
11) Are local residents encouraged to report suspicious activity to school officials or police? ____ ____
12) Do students actively get involved in security efforts? ____ ____
13) Are there emergency procedures for incidents, including fire and bombing? ____ ____

Alarms

1) Is the entire system checked regularly or at least every six months? ____ ____
2) Is the number of false alarms kept down to below two for any six-month period? ____ ____
3) Can selected areas of the school be "zoned" by an alarm system that will indicate which area is being entered by the intruder? ____ ____
4) If public utility power fails, is there back-up power to keep the system operating without generating an alarm signal? ____ ____
5) Are suitable procedures established for response and turning on and off the system? ____ ____
6) Are the alarms the self-resetting type? ____ ____

Source: California Department of Justice, School Safety Center. School Security: "Get a Handle on a Vandal." *Sacramento, California: California Department of Justice, 1981.*

NATIONAL SCHOOL SAFETY CENTER

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